

United States Department of State



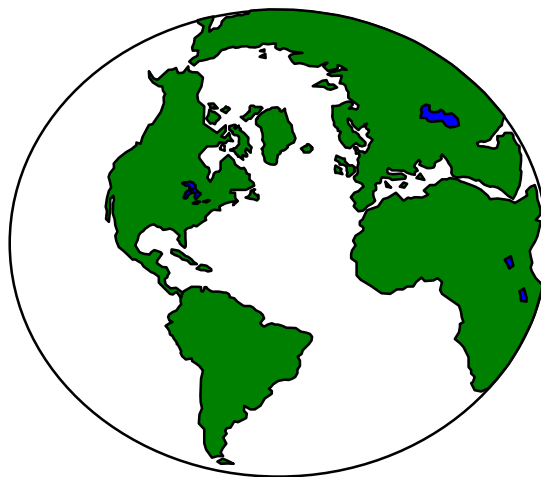
**Bureau of Population, Refugees, and Migration**

***Fiscal Year 2001***

**CONGRESSIONAL BUDGET PRESENTATION**

**AND**

**BUREAU PERFORMANCE PLAN**





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NOTE: The PRM BPP includes the Population goal. No resources from the Migration and Refugee Assistance Account or the Emergency Refugee and Migration Assistance account are used to implement the population goal's objectives.

## **Assistant Secretary's Statement**

### **Julia V. Taft**

At the beginning of last year, the Bureau of Population, Refugees, and Migration (PRM) had set itself on a course that set goals and objectives in the major areas of our work: International Protection, Response Capacity and Standards of Care, Voluntary Repatriation and Reintegration, Resettlement, International Migration, and Population. In FY 2000, PRM is working to reintegrate refugees into their homes and transfer program focus and responsibility from the relief agencies to the development community. We are giving special attention to women, men, and children who have been victims of violence to recover and start their lives anew. As I reflect back on the past year, the new initiatives we had set for ourselves, guided by a new structure and a Bureau Performance Plan (BPP), were consumed by the challenge that confronted us in responding to the crisis in Kosovo. Never has PRM been called to a higher level of leadership in the USG and the international community that we were in response to the persecution of Kosovar Albanian refugees and their flight principally to Albania and Macedonia. The crisis called on every element of our humanitarian programs as we worked with other U.S. Government agencies and external partners to ensure a coordinated effort in the field to care for the refugees, provided refuge in the United States for many, and then, facilitated the return of these same hundreds of thousands of refugees back to Kosovo. The most rapid return of a refugee population on record has brought with it a program that has needed to be flexible and comprehensive in the areas of service to the beneficiaries.

### **Response Capacity and Standards of Care**

The major initiative we promoted in our FY 2000 plan – “Up to Standards” – was to strengthen the capacity of the programs we fund to meet basic international standards of care for their beneficiaries, regardless of where they found themselves geographically. The Kosovo crisis and the overwhelming outpouring of international support caused some to question whether we were as generous to refugees outside Europe as we have been in Kosovo. The program analysis and soul-searching we have done reassures us that, when programs do not measure up to the accepted standards, PRM is quick to react to lead the response to improve the situation, in Africa and Asia as well as Europe. It also shows us that our initiative is still on target – we do, indeed, need to keep a balanced approach at the forefront of our efforts to ensure not that we decrease our level of commitment to some groups of refugees, but that we determine how we can increase our efforts to ensure that the minimum standards are not only met, but exceeded when possible.

PRM has supported the SPHERE project which, as a seminal NGO cooperative effort, is setting in print the minimum standards in water supply and sanitation, nutrition, food aid, health, and shelter and site planning. However, simply keeping people alive at a minimum standard level is not the appropriate response to a refugee population that has been in asylum for a year or longer. Education, foremost for primary school-age children, becomes a high priority, as do efforts to address the environmental impact made by a migrant population. We have added

psycho-social elements of health care to the list of priority sectors of care that PRM will address in its programs.

The violence of war has a long-term impact that outlives the battles – families have watched hopelessly as their sons or fathers were marched away at gunpoint, women have silently borne the physical and mental scars of sexual violence, parents have witnessed horrible brutality committed on their children, and frail elderly people have had their worlds shattered. Helping communities heal can be facilitated for some by allowing the space to grieve, by others by getting them back to work, and for others still by helping them resolve issues arising for women who are, for the first time, heading households alone because of war. As an element of our response to war-affected children and adults, we have added a particular emphasis on psycho-social assistance to the activities that we will support as needs are identified. Counseling, supporting the formation of community groups, or creating recreation opportunities for children all address important psycho-social needs of recovering communities.

PRM has promoted an approach in repatriation programs to help women re-emerge as crucial and productive members of their communities. Whether the Bosnian Women's Initiative, the Rwandan Women's Initiative, or now the Kosovo Women's Initiative, these approaches stress the grassroots, small-scale efforts that make the visible difference in women's lives as they emerge from conflict.

### **Population**

While 1999 brought us the surprise of the Kosovo crisis, it also was the long-planned five-year review of the implementation of the 1994 International Conference on Population and Development Program of Action ("ICPD+ 5"). At the UN General Assembly Special Session (UNGASS), with strong leadership from PRM, 181 countries overwhelmingly agreed to stay true and steady to the course the ICPD set for us. Discussions during the review process clearly showed that governments are taking their commitments seriously, changing policies to reflect those commitments, and implementing programs to meet the needs of women and men. The international community drew on individual national experiences and efforts, and collectively agreed on bold next steps to carry us through the ambitious 20-year ICPD agenda. At the UNGASS, governments agreed to five-year benchmarks to measure collectively our efforts in the fundamental areas of education, maternal mortality, family planning, and HIV/AIDS prevention. Governments were asked to better meet the needs of youth—now estimated at one billion entering their reproductive years with another two billion closely behind them—to ensure they will lead healthy and productive lives. And governments were encouraged to continue building partnerships with NGOs, especially those committed to women's rights. As we continue our ICPD implementation work, we are committed in PRM to continue the leadership and advocacy role that we have played with other countries to recognize the central role of population planning in their national development strategies. We will also increase our attention to the unacceptably high incidence of maternal mortality and morbidity, a reproductive health concern that appears far too often in countries in crisis, just as does sexual violence.

### **Voluntary Repatriation and Reintegration**

The return of over 700,000 Kosovars to their homes in the summer of 1999 is the most significant voluntary repatriation success of the past year. But U.S. support for refugee return

has also produced significant repatriation movements to Liberia, Mali, and Northwest Somalia. The net result is that over one million refugees have returned home over the past year. This is good news for the refugees and good news for those of us who believe humanitarian assistance should lead to durable solutions wherever possible.

We will continue to support voluntary repatriation in safety and dignity as one of the cornerstones of our activities in FY 2001. A special focus will be our efforts to make repatriation sustainable through joint planning to link repatriation and initial reintegration activities to longer-term development. Under the auspices of the Brookings Institution, we were involved in 1999 in an informal process with other governments, UN agencies, and NGOs to create a planning structure that is as broadly inclusive of relief and development agencies as possible. Participants agreed to work within that structure on pilot planning exercises for Sierra Leone and the Great Lakes region of Africa, and look at the activities done in the repatriation effort in Kosovo to see how they make the transition to development.

Reconciliation is so crucial to the building of a sustainable peace that some have suggested that no activity that does not support reconciliation among previously warring groups should be undertaken in a reintegration program. PRM has supported peace education activities and conflict resolution programs not only in a repatriation program but also for refugee children, who learn conflict mitigation and resolution skills while in exile that will stay with them and may contribute to breaking the cycle of violence.

### **Resettlement**

While many refugees repatriate, others are the beneficiaries of an opportunity to resettle permanently in the United States. More than 85,000 refugees were provided a new lease on life in the U.S. in FY 1999. The Kosovo crisis had an enormous impact on public awareness of refugee resettlement in the United States. For the first time in over a decade, we engaged the Congress in emergency consultations to increase the ceiling for the admission of refugees into this country. With close coordination and cooperation from INS, DoD, and HHS, PRM staff stood up a humanitarian evacuation program from Macedonia in less than a week after the Vice President had publicly announced it. Kosovo Albanian refugees were provided refuge with the benefits provided to other refugees admitted to the U.S., and with the promise of assistance to return home when it became possible, which for some came before they had been gone even two months.

The PRM admissions program was successful in meeting our goal to expand its use as a tool to provide protection. We increased the accessibility and diversity of our African admissions. A processing sub-office was opened in Dakar, and circuit rides coordinated out of Nairobi processed refugees in twenty different countries. The introduction of a refugee coordinator position in Cairo will help assure timely processing of groups of sub-Saharan refugees in Egypt and will allow PRM to increase protection and resettlement activities in northern Africa and the Middle East.

### **Migration**

While many elements in the USG work on migration control and law enforcement, PRM's mandate requires a different approach. Our bureau focuses on the humanitarian dimensions of the issue and gives voice to the view that orderly migration is a positive global phenomenon. As we see it, PRM's core responsibilities are to promote protection for vulnerable

migrants to strengthen national and regional migration management capacity, to increase understanding of the links between migration and development, and to discourage irregular migration. We accomplish these goals primarily through our leadership in supporting the International Organization for Migration (IOM).

PRM also engages in active diplomacy to promote regional migration dialogues. Going beyond technical assistance, these dialogues help lessen the political tensions associated with migratory movements and provide neighbors with an opportunity to build cooperative partnerships on immigration and asylum issues. PRM has provided political and financial support for migration dialogues among the countries of the former Soviet Union, in East Asia, and Central America. We are also working to help launch similar dialogues in South America.

In Europe, PRM monitors evolving EU policies on asylum, which will eventually become the domain of the European Commission. To augment our formal dialogue with Brussels, PRM is working to bring together U.S. and European NGO colleagues who are interested in developing a Transatlantic NGO dialogue on asylum and protection advocacy. This effort addresses both the bureau's goal of promoting protection, and EUR's interest in supporting Transatlantic civil society initiatives.

### **Protection**

I will finish with the final goal of our BPP, which is also the foremost, as it is tied to every other goal in our BPP. Protection for refugees and conflict victims is an international responsibility that we share with most other governments. At home, the Department of Justice is responsible for protecting refugees in this country. Abroad, our responsibilities are met by virtue of our advocacy for protection provided by the International Committee of the Red Cross or the UN High Commissioner for Refugees, and our funding for the protection these two agencies provide.

PRM has worked to promote the visibility of the protection function within the agencies. We have recognized and highlighted the importance of the links between protection and assistance, such as in programs to address sexual violence that have incorporated not only the health needs of the victims, but the need to provide the opportunity for the victim to seek justice if s/he wants to pursue it. PRM has supported efforts to monitor protection provided to repatriating refugees, especially in the case of fragile peace. PRM has promoted the inclusion of physical security as a prime protection concern.

The best means of supporting the protection of refugees, however, is to have in place national laws and government practices that implement international standards of protection. In that regard, we are supporting UNHCR's effort to increase the number of States party to the 1951 Convention relating to the Status of Refugees or its 1967 Protocol. PRM will continue to support bilateral or multilateral actions that can increase the legal framework for protection by providing training or participating in meetings where the practical aspects of protection are discussed.

## **Conclusion**

Having weathered an intense refugee crisis that demonstrated the value of having well-defined goals and objectives for our work, I am pleased to present a Bureau Performance Plan and accompanying resource request that puts us back on course as we head toward FY 2001.

It is testimony to the sad growth of complex emergencies around the world that we will require an increase over our FY 2000 appropriations just to maintain in FY 2001 our performance in meeting our current policy objectives, even without any major new initiative. The Kosovo Emergency Supplemental appropriations bill passed in May 1999 provided us with significant additional resources in FY 1999 and 2000 to meet the greatly increased requirements generated by the Kosovo refugee crisis. In FY 2001, the supplemental funds, however, will no longer be available and even an increased FY 2001 regular appropriation will represent a reduction from the totality of resources available to us in FY 2000. I had to make some tough choices in reducing the rate of growth in our FY 2001 budget request. But increased resources are essential if we are to keep our commitments to provide protection, durable solutions, and minimum standards of care to the world's refugees.

The staff of PRM has proven itself again to be caring, hard-working, dedicated individuals who voluntarily rise to meet the need to carry out our foreign policy objectives no matter how difficult the policy negotiation, how long the hours of work required, or how far away the destination to travel. Both the staff of PRM and our work on population, refugees, and migration truly represent the human face of foreign policy.



# MIGRATION AND REFUGEE ASSISTANCE & EMERGENCY REFUGEE AND MIGRATION ASSISTANCE FUND

## FY 2001 Overview

*(dollars in thousands)*

	<b>FY 1999 Enacted</b>	<b>FY 2000 Estimate</b>	<b>FY 2001 Request</b>	<b>Inc./Dec. (-)</b>
MRA	\$639,970	\$622,625	\$658,212	\$35,587
MRA Supplemental /a	266,000	0	0	0
ERMA	30,000	12,452	20,000	7,548
ERMA Supplemental	165,000	0	0	0
<b>TOTAL</b>	<b>\$1,100,970</b>	<b>\$635,077</b>	<b>\$678,212</b>	<b>\$43,135</b>

*/a The Kosovo Emergency Supplemental (P.L. 106-31) was appropriated during FY 1999 and was made available for obligation until September 30, 2000. Of this amount, \$1,500,000 was transferred to USIA, 97,902,638 was obligated in FY1999, and \$166,597,362 is available for obligation until September 30, 2000.*

### **National Interests**

Humanitarian Response is a national interest as well as a strategic goal in the United States International Affairs Strategic Plan (IASP). Among the Department's principal funding components for achieving several elements of this goal are the Migration and Refugee Assistance (MRA) appropriation, together with the U.S. Emergency Refugee and Migration Assistance (ERMA) Fund for unexpected, urgent refugee and migration needs. Either directly or through contributions to international organizations such as the UN High Commissioner for Refugees (UNHCR), the International Organization for Migration (IOM), UN Relief and Works Agency for Palestine Refugees in the Near East (UNRWA), and the International Committee of the Red Cross (ICRC), these funds support programs for the protection of refugees and conflict victims, the provisions of basic needs to sustain their life and health, and the resolution of refugees problems through voluntary repatriation, local integration, or permanent resettlement in a third country (including the United States), as well as efforts to manage international migration flows humanely and effectively. The total FY 2001 request of \$678,212,000 for refugee and migration assistance funding consists of \$658,212,000 for the MRA appropriation, and \$20,000,000 for the ERMA Fund.

Programs funded by these appropriations also contribute to foreign policy goals pertaining to national security, including preventing and solving crises, promoting cooperation, and international peacekeeping (when done in the context of humanitarian emergencies), as well as to goals contained under global issues, including the protection of health and the environment. For FY 2001, the following areas have been identified as specific goals for MRA funding:

- ❑ **Protection** – Promote equal access to effective protection and first asylum to refugees and conflict victims.
- ❑ **Response Capacity and Standards of Care** – Maintain viable and efficient international humanitarian response mechanisms to respond to the needs of refugees and victims of conflict at internationally accepted minimum standards.
- ❑ **Voluntary Repatriation and Reintegration** – Support voluntary repatriation of refugees and provide a catalyst for their sustainable reintegration in the country of origin.
- ❑ **International Migration** – Support efforts to manage international migration flows humanely and effectively.
- ❑ **Resettlement** – Provide resettlement opportunities to refugees and other humanitarian migrants and encourage other countries to do so.

### **Objectives and Justification**

The MRA appropriation supports programs that uphold the humanitarian principles the United States shares with others in the international community by providing assistance to victims of persecution and civil strife. Either directly through contributions to international organizations such as UNHCR, IOM, UNRWA, and the ICRC, these funds support programs for the protection of refugees and conflict victims, the provision of basic needs to sustain life and health, and the resolution of refugee problems through voluntary repatriation, local integration, or permanent resettlement in a third country (including the United States). As well as efforts to manage international migration flows humanely and effectively.

The MRA is an annual appropriation used to fund: 1) overseas assistance activities, which support the first four goals outlined above; 2) the admission of refugees to the United States, supporting the resettlement goal; 3) a grant to support the resettlement of humanitarian migrants in Israel, supporting the international migration goal; and 4) the majority of administrative expenses of the Bureau of Population, Refugees, and Migration (PRM). The ERMA Fund is a no-year appropriation, drawn upon by the President to "meet unexpected urgent refugee and migration needs" when it is determined to be "important to the national interest" to do so.

**Overseas Assistance:** This request will support the continuing assistance requirements for populations of concern, and will focus on the following priorities:

- ❑ Assuring that basic international life-sustaining **standards of care** and protection are provided across geographic regions, particularly in Africa;
- ❑ Working with other governments, international organizations, and NGOs to enhance international **protection** for vulnerable groups and address the physical security of refugees, conflict victims, and humanitarian workers;
- ❑ Enhancing basic **education** opportunities for refugees worldwide, especially for women and girls;
- ❑ Addressing important **psycho-social** needs of recovering communities;
- ❑ Increasing **migration policy** activities that promote support for basic human rights of migrants, and warn them of risks associated with irregular migration;
- ❑ Expanding our consultation and **coordination with other donors** and the international organizations to ensure that the collective international effort meets critical humanitarian needs in the most efficient manner possible.

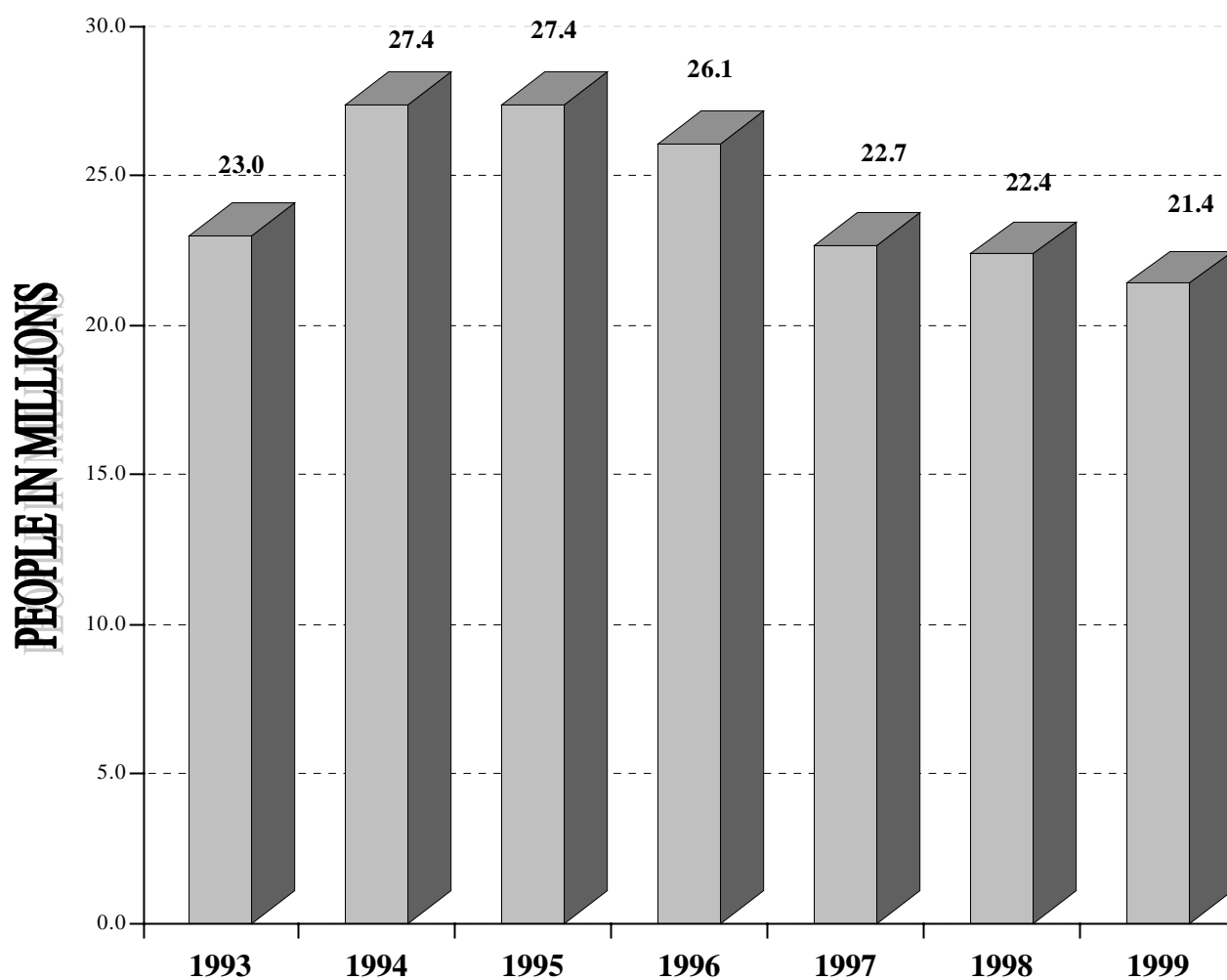
**Refugee Admissions:** This request supports the admissions of 76,000 admissions of refugees to the United States; if a cost savings are achieved, 80, 000 admissions could be supported. The President, following the FY 2001 Congressional consultation process, will determine the final number and regional allocations. Refugee admissions are supported through PRM funding of:

- Private U.S. voluntary agencies that conduct refugee processing and cultural orientation overseas, as well as provide initial reception and placement services in the United States.
- The International Organization for Migration (IOM), which provides transportation, processing, medical screening services, and cultural orientation for refugees coming to the United States.

**Refugees to Israel:** This request will provide a grant to the United Israel Appeal in support of humanitarian migrants in Israel from the former Soviet Union and other countries of distress.

**Administrative Expenses:** This request finances the administrative expenses of a staff of 110 permanent positions in the Bureau of Population, Refugees, and Migration. (Costs related to a staff of six permanent positions dedicated to international population activities are included in the Department of State's Diplomatic and Consular Programs budget request.)

# UNHCR PERSONS OF CONCERN\* 1993-1999



\*Persons of Concern include refugees, former refugees who have returned to their home countries, internally displaced persons, and others, including war victims. These figures do not include Palestinian refugees. There are approximately 3.6 million Palestinian refugees who come under the mandate of the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA).

# MIGRATION AND REFUGEE ASSISTANCE

## OVERSEAS ASSISTANCE

*(dollars in thousands)*

	<b>FY 1999 Enacted</b>	<b>FY 2000 Estimate</b>	<b>FY 2001 Request</b>	<b>Inc./Dec.(-)</b>
MRA	\$454,640	\$455,925	457,360	\$1,435
MRA Supplemental	225,500	0	0	0
Total	\$680,140	\$455,925	\$457,360	\$1,435

The FY 2001 overseas assistance request is \$457,360,000, an increase of \$1,435,000 from the FY 2000 estimate. However, \$126,197,362 from the Emergency Supplemental,<sup>1</sup> will still be available in FY 2000 for overseas assistance in Europe; therefore the FY 2001 request for Europe is a decrease of \$95.1 million from the amount available in FY 2000 for overseas assistance in Europe. While there are continuing assistance requirements for refugees and other populations of concern, this decrease reflects the assumption of reduced demands for refugee assistance in Southeastern Europe in FY 2001.

The primary purposes of overseas assistance funding are to meet international protection and short-term, life-sustaining needs of refugees and conflict victims, and to support durable solutions, notably voluntary repatriation. Many nations hosting large groups of refugees and victims of conflict are among the world's least developed. The refugees' presence often strains limited resources and may result in serious problems that affect U.S. foreign policy interests.

A continuing element of the assistance effort will be support for lasting solutions to refugee problems. The FY 2001 request will be used to respond to programs as they evolve from care and maintenance in first asylum countries to self-sufficiency or repatriation. Funds also may be used to assist in the initial reintegration of refugees who have repatriated. U.S. support for repatriations will be provided from MRA funds to the extent possible, once basic care and maintenance requirements for existing refugee populations have been met.

U.S. international migration policy aims to promote sound migration management, which balances governmental respect for the human rights of migrants with governmental responsibility to maintain the security of its territory. MRA funds will support activities to promote international understanding of migration with a special emphasis on protection for those in need of it.

U.S. refugee policy is based on the premise that the care of refugees and other conflict victims, and the pursuit of permanent solutions for refugee crises, are shared international responsibilities. Accordingly, most overseas assistance funds will be contributed to programs

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<sup>1</sup> The Kosovo Emergency Supplemental (P.L. 106-31) was appropriated during FY 1999 and was made available for obligation until September 30, 2000.

administered by international organizations. Although the United States is just one of many donors, in most cases the U.S. Government is the largest individual donor.

The primary recipients of U.S. contributions are listed below and their major activities are discussed in the regional presentations that follow. U.S. support may be provided to other organizations as required to meet specific program needs and objectives. In general, funds for overseas assistance will be used to respond to the 2001 calendar year budget appeals issued by international organizations.

- **The Office of the United Nations High Commissioner for Refugees (UNHCR)** has a worldwide mandate to assist host governments to protect and care for refugees as well as to promote lasting solutions to refugee situations. Active promotion of voluntary repatriation where conditions in the country of origin are suitable is also key to both finding refugee solutions and maintaining the willingness of governments to offer first asylum. In 2001, it is anticipated that UNHCR will continue its progress in orienting protection and assistance activities toward refugee women and children, who comprise about 80 percent of most refugee populations.
- **The International Committee of the Red Cross (ICRC)** is an independent, internationally funded, humanitarian institution mandated under the terms of the Geneva Conventions. The United States is party to the Geneva Conventions, under which ICRC is called upon to provide assistance and protection to prisoners of war and political detainees, assist and protect civilian victims of armed conflict, provide needed medical assistance to conflict victims, trace missing persons and separated family members, and disseminate information on the principles of humanitarian law.
- **The United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA)** has a continuing mandate from the United Nations to provide educational, medical, relief, and social assistance to the approximately 3.6 million registered Palestinian refugees located in Jordan, Syria, Lebanon, Gaza, and the West Bank.
- **The International Organization for Migration (IOM)** works with governments, other international organizations, and voluntary agencies to provide for the orderly migration of persons in need of international migration services. IOM provides operational services for humanitarian migration and technical assistance to governments and others interested in the development of migration policy, legislation, and administration.
- **The World Food Program (WFP)** is the principal vehicle for multilateral food aid within the UN system. WFP distributes commodities supplied by donor countries for protracted refugee and displaced person projects, and emergency food assistance, as well as development operations. WFP funds will be contributed to WFP toward the cash expenses of refugee feeding programs undertaken in cooperation with UNHCR. The U.S. Government provides food commodities to WFP under other appropriations.

The Department intends to use the funds requested for FY 2001 to respond to the calendar year 2001 requirements of the organizations listed above. As assistance needs change, some organizations may find it necessary to issue new or increased appeals for funds during the course of the year. Therefore, this request may be used during the first quarter of the fiscal year to respond to urgent appeals that may be issued late in the 2000 calendar year. Programs of non-governmental organizations may commence at any point in the fiscal year, with funding provided for a twelve-month period.

The Department may reallocate funds between regions or organizations within the overseas assistance request level of \$457,360,000 in response to changing requirements.

## MRA PROGRAM SUMMARY

(dollars in thousands)

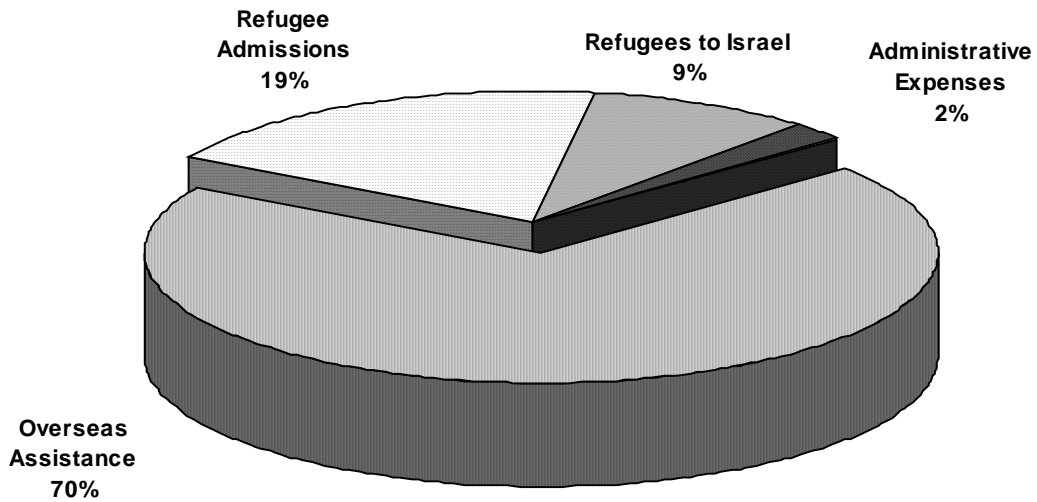
	<b>FY 1999 Enacted</b>	<b>FY 2000 Estimate/b</b>	<b>FY 2001 Request</b>	<b>Inc./Dec. (-)</b>
<b>Overseas Assistance</b>	<b>\$680,140</b>	<b>\$455,925</b>	<b>\$457,360</b>	<b>\$1,435</b>
Africa	\$144,235	\$151,845	\$138,000	\$(13,845)
East Asia	18,456	16,050	15,000	(1,050)
Western Hemisphere	14,713	19,110	15,300	(3,810)
Near East/North Africa	97,963	107,450	103,100	(4,350)
South Asia	27,475	30,790	29,500	(1,290)
Europe /a	<u>310,083</u>	<u>57,443</u>	<u>88,460</u>	<u>31,017</u>
<i>MRA</i>	<u>84,583</u>	<u>57,443</u>	<u>88,460</u>	<u>31,017</u>
<i>MRA Supplemental /a</i>	<u>225,500</u>	<u>0</u>	<u>0</u>	<u>0</u>
Multiregional Activities	67,215	73,237	68,000	(5,237)
<b>Refugee Admissions</b>	<b><u>142,360</u></b>	<b><u>92,900</u></b>	<b><u>126,000</u></b>	<b><u>33,100</u></b>
<i>MRA</i>	<u>102,360</u>	<u>92,900</u>	<u>126,000</u>	<u>33,100</u>
<i>MRA Supplemental /a</i>	<u>40,000</u>	<u>0</u>	<u>0</u>	<u>0</u>
<b>Refugees to Israel</b>	<b>70,000</b>	<b>60,000</b>	<b>60,000</b>	<b>-0-</b>
<b>Administrative Expenses</b>	<b><u>13,470</u></b>	<b><u>13,800</u></b>	<b><u>14,852</u></b>	<b><u>1,052</u></b>
<i>MRA</i>	<u>12,970</u>	<u>13,800</u>	<u>14,852</u>	<u>1,052</u>
<i>MRA Supplemental /a</i>	<u>500</u>	<u>0</u>	<u>0</u>	<u>0</u>
<b>MRA Appropriation Total</b>	<b><u>\$905,970</u></b>	<b><u>\$622,625</u></b>	<b><u>\$658,212</u></b>	<b><u>\$35,587</u></b>
<i>MRA</i>	<u>639,970</u>	<u>622,625</u>	<u>658,212</u>	<u>35,587</u>
<i>MRA Supplemental /a</i>	<u>266,000</u>	<u>0</u>	<u>0</u>	<u>0</u>

/a The Kosovo Emergency Supplemental (P.L. 106-31) was appropriated during FY 1999 and was made available for obligation until September 30, 2000. Of this amount \$1,500,000 was transferred to USIA, \$97,902,638 was obligated in FY 1999 and \$166,597,362 is available for obligation until September 30, 2000.

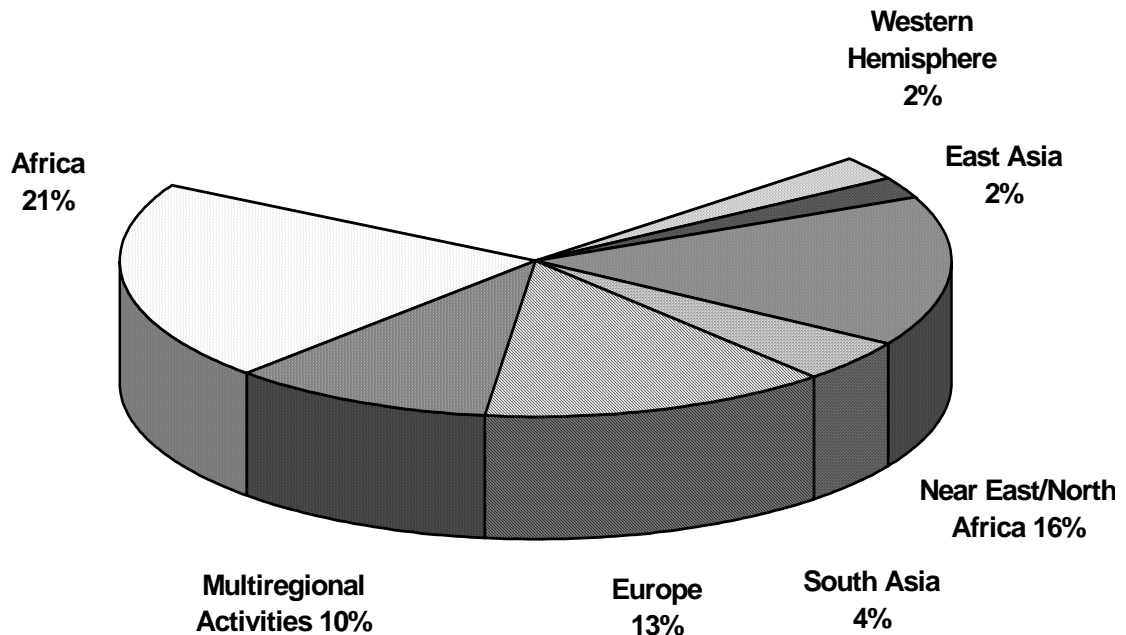
/b The FY 2000 estimate includes a technical adjustment to the regional distribution from that displayed in the Department's Budget in Brief of February 2000.



**FY 2001 BUDGET REQUEST**  
**MIGRATION AND REFUGEE ASSISTANCE**  
**TOTAL: \$658,212,000**



**OF WHICH, OVERSEAS ASSISTANCE**  
**TOTALS: \$457,360,000**



# ASSISTANCE PROGRAMS IN AFRICA

## PROGRAM SUMMARY

*(dollars in thousands)*

<b>FY 1999 Enacted</b>	<b>FY 2000 Estimate</b>	<b>FY 2001 Request</b>	<b>Inc./Dec.(-)</b>
\$144,235	\$151,845	\$138,000	\$(13,845)

The Administration requests \$138,000,000 to respond with appropriate U.S. contributions to the basic needs of refugees and conflict victims in sub-Saharan Africa. Some 3.3 million of the world's refugees are spread across the African continent. Significant voluntary repatriations took place in 1998 to Mali, Niger, Togo, Liberia, Sierra Leone, Somalia, Congo, Burundi, and Angola. However, renewed warfare in Angola, Congo, Sierra Leone and Burundi largely ended those repatriation movements and displaced hundreds of thousands in 1999. Rebels in Sierra Leone mutilated thousands of civilian victims in a deliberate attempt to terrorize rather than kill. Ethiopia and Eritrea went to war in 1998 and began expelling citizens of the other. Famine again threatened the conflicted areas of Somalia and Sudan. At the beginning of 2000, a somewhat uneasy peace was holding in Sierra Leone, though repatriation had not started, and stubborn conflicts continued in Angola, Burundi, Congo, Ethiopia, Eritrea, Somalia, and Sudan.

Despite cross border attacks, concerns about the neutrality and security of refugee camps, and problems of humanitarian access, most African countries continue to be generous refugee hosts.

### ◆ ***United Nations High Commissioner for Refugees***

The U.S. contribution to UNHCR programs in Africa continue to fund protection and the most basic material assistance to save and maintain the lives of refugees and other conflict victims of concern to UNHCR. Protection, both legal and physical, including protection of women and children from sexual violence and protection from recruitment into armed conflicts, has become more challenging. Since humanitarian assistance has not always been up to basic international standards in such life-sustaining sectors as nutrition and water/sanitation, contributions to UNHCR and other implementing partners will continue to seek to address these gaps.

UNHCR will also pursue opportunities for permanent solutions for some refugee populations. In 2001, UNHCR is expected to be implementing repatriation and reintegration programs in Liberia, Rwanda, Sierra Leone and Somalia, with those in Rwanda and Liberia being completed. Repatriation assistance for returning refugees includes transportation home, a small package of household and agricultural items to facilitate the returnees' re-establishment, and limited rehabilitation of social infrastructure, such as clinics and water projects. There will continue to be a focus on achieving a smooth hand-off to development agencies that can most effectively deal with post-conflict situations.

### ♦ ***International Committee of the Red Cross***

ICRC, often in partnership with other elements of the international Red Cross movement, is called upon to provide relief and medical assistance in the most difficult and dangerous areas of countries caught up in armed conflict where success depends largely on the cooperation of the warring parties. This task has become even more difficult in recent times as the principle of neutral humanitarian assistance has been increasingly rejected by parties to conflict. Angola, Burundi, Congo, Congo/Brazzaville, Ethiopia, Eritrea, Sudan, and Sierra Leone are examples of such ICRC action. The ICRC program in Africa provides relief and medical assistance to conflict victims and displaced persons, and assistance to political prisoners and prisoners of war. ICRC also undertakes tracing services (for detainees as well as family members separated by conflict), and in some cases, refugee protection and assistance.

### ♦ ***World Food Program***

In recent years, contributions to WFP have supported feeding programs for refugees and displaced persons from Liberia, Guinea Bissau, and Sierra Leone; for Ethiopian and Eritrean refugees in Sudan; for Somali refugees in Ethiopia, Djibouti, and Kenya; for Sudanese refugees in Uganda, Ethiopia, and Kenya; and for refugees and displaced persons from Rwanda, Burundi, Congo, and Congo/Brazzaville and for Angolan refugees in Congo. In FY 2001, funds may be contributed to WFP for expenses of such programs undertaken in conjunction with UNHCR, including local/regional purchase of food to fill nutritional gaps.

### ♦ ***Other International Organizations/Non-Governmental Organizations***

Non-governmental organizations are key partners with the international organizations in Africa, often in specialized areas such as health care, food distribution, education, and other assistance for children. Funds will be provided directly to non-governmental organizations to complement the programs of UNHCR and to address the need to bring basic assistance up to international basic, life-sustaining standards of care. The United Nations Children's Fund (UNICEF), the International Organization for Migration (IOM), the International Federation of Red Cross and Red Crescent Societies (IFRC), and other international organizations or non-governmental organizations may also receive funding for complementary assistance.

# ASSISTANCE PROGRAMS IN EAST ASIA

## PROGRAM SUMMARY

*(dollars in thousands)*

<b>FY 1999 Enacted</b>	<b>FY 2000 Estimate</b>	<b>FY 2001 Request</b>	<b>Inc./Dec.(-)</b>
\$18,456	\$16,050	\$15,000	\$(1,050)

The Administration requests \$15,000,000 in FY 2001 for assistance programs in East Asia. Burmese continue to be the largest group of refugees in the region. Of the Rohingya refugees who fled to Bangladesh from late 1991 to mid-1992, over 230,000 had voluntarily repatriated to Burma and small-scale repatriation was continuing at the beginning of 2000. Those remaining in Bangladesh at the end of the organized repatriation (estimated 15,000) will need a durable solution.

At the beginning of 2000, some 110,000 refugees from a variety of ethnic groups in Burma still resided in camps in Thailand to which they had fled to escape attacks by the Burmese army and allies as well as from the general persecution, such as forced labor. There were some significant improvements in protection in 1999 as the Thai Government agreed to move some camps further away from the border and allowed UNHCR registration.

The major new refugee development in the region in 1999 was the unanticipated change in Indonesia's government, which led to the beginnings of a full independence for East Timor, but not without a convulsion of violence that uprooted nearly all of the 800,000 inhabitants, sending over 200,000 into West Timor as refugees.

Repatriation and basic reintegration of Cambodian refugees from the July 1997 events was completed in 1999. The last of the Lao determined to not merit refugee status returned uneventfully to Laos in 1999 where UNHCR undertook to assist their reintegration just as if they had been returning refugees.

The increases in undocumented migration within the region, including of people in a refugee-like status, have led to heightened concern about trafficking in people and the impact of migration generally.

### ◆ *United Nations High Commissioner for Refugees*

By the beginning of 2000, return and reinstallation of over half of the Timor refugees as well as Laotian and Cambodian refugees, left Burmese and residual Timorese refugees as the largest caseloads of concern to UNHCR. U.S. contributions to UNHCR will include funds for protection of Burmese refugees in Thailand, while assistance to those refugees is provided through NGOs. U.S. contributions will also cover reintegration and recovery needs in East Timor and any

remaining reintegration needs of those Laotians who returned from Thailand and Burmese who returned from Bangladesh.

◆ ***International Committee of the Red Cross***

U.S. contributions to ICRC support ongoing programs such as visits to detainees and emergency relief and medical care for conflict victims. Armed conflict in Southeast Asia is very localized (e.g., in pockets of Indonesia such as Aceh, in Papua New Guinea). Regional delegations throughout East Asia, therefore, largely concentrate on ICRC's core activities of protection, tracing, dissemination, and medical assistance (such as prosthetics).

◆ ***World Food Program***

Funds may be contributed to WFP toward expenses of programs undertaken in cooperation with UNHCR, for example, the feeding programs for Rohingya refugees in Bangladesh and assistance to returned Timorese.

◆ **Other International Organizations/Non-Governmental Organizations**

Burmese refugees in Thailand are assisted by NGOs that implement public health programs, including water and sanitation and skills training, and provide food aid as well as some basic household assistance such as blankets and mosquito nets. The FY 2001 request will continue funding NGOs working in Thailand along the Burmese border, as well as international and non-governmental organization programs that deliver services to refugees, asylum seekers, and repatriates to address needs not covered by the programs of international organizations outlined above.

# ASSISTANCE PROGRAMS IN THE WESTERN HEMISPHERE

## PROGRAM SUMMARY

*(dollars in thousands)*

<b>FY 1999 Enacted</b>	<b>FY 2000 Estimate</b>	<b>FY 2001 Request</b>	<b>Inc./Dec. (-)</b>
\$14,713	\$19,110	\$15,300	\$(3,810)

The Administration requests \$15,300,000 for the Western Hemisphere assistance program. While the lessening of civil and political strife in some parts of the region has dramatically reduced the number of refugees, armed conflict in Colombia continues to displace civilians in need of humanitarian assistance and protection from ICRC and UNHCR. While Colombia represents the most significant humanitarian assistance requirement in this region, ongoing UNHCR and ICRC programs of protection and humanitarian law dissemination throughout the hemisphere are needed to maintain a capacity for dealing with refugee and asylum needs now and potentially in the future. Migration activities play a particularly important role in the Americas. Active participation in international migration dialogues is essential if migration flows within the Hemisphere are to be managed effectively. The U.S. currently (through the end of 2000) is the chair of the Regional Conference on Migration in North and Central America. Similarly, within the context of the Summit of the Americas, the Department is serving as “Responsible Coordinator” for promoting the human rights of migrant workers within the hemisphere. In both of these multilateral venues, resources are required for coordination and Conference activities, as well as program implementation.

### ◆ *United Nations High Commissioner for Refugees*

U.S. contributions will help support UNHCR programs that directly assist the small numbers of refugees throughout the hemisphere and work with states to put in place effective regimes for providing legal protection to refugees and preventing their forcible return to a country where they might face torture or persecution. UNHCR will also carry out a modest program in Colombia to assist the government in responding to the assistance and protection needs of internally displaced persons.

◆ ***International Committee of the Red Cross***

Funds will be contributed to ICRC assistance programs in Central and South America, primarily for Colombia, Mexico, and Peru, and for its network of four regional offices and delegations. With fewer active conflicts in the region, ICRC's emergency relief to conflict victims, aid to prisoners of war, and tracing activities have decreased somewhat (with the notable exception of Colombia), enabling ICRC to focus on prison visits and promotion of international humanitarian law.

◆ ***Other International Organizations/Non-Governmental Organizations***

Support for migration management capacity-building and other migration activities in Central America and the Caribbean, provided primarily through the International Organization for Migration (IOM), will continue to be an important funding priority in this Hemisphere in FY2001. The Department may consider funding other relevant international organizations, and NGOs as required to meet special requirements for assistance to refugees, internally displaced, and migrants in the region and/or complement the assistance efforts of the international organizations outlined above.

# ASSISTANCE PROGRAMS IN THE NEAR EAST AND NORTH AFRICA

## PROGRAM SUMMARY

(dollars in thousands)

<b>FY 1999 Enacted</b>	<b>FY 2000 Estimate</b>	<b>FY 2001 Request</b>	<b>Inc./Dec.(-)</b>
\$97,963	\$107,450	\$103,100	\$(4,350)

The Administration requests \$103,100,000 for the Near East and North Africa assistance programs. The major focus in the region continues to be on the long-standing Palestinian refugee population, which UNRWA is mandated to assist.

### ♦ *United Nations Relief and Works Agency for Palestine Refugees in the Near East*

UNRWA is mandated by the United Nations to assist Palestinian refugees in Jordan, Syria, Lebanon, Gaza, and the West Bank. Over 3.6 million refugees are registered with UNRWA, which provides education, vocational training, relief and social services, medical assistance, and small-scale income-generation projects. UNRWA schools and training centers are leading factors in helping Palestinian refugees become economically self-reliant. Since UNRWA began operations in 1950, the United States has been a major contributor toward its programs. U.S. Government funding helps provide some stability in the lives of the Palestinian refugee population in the region, and contributes to a climate conducive to a peaceful resolution of regional problems.

### ♦ *United Nations High Commissioner for Refugees*

These funds will support UNHCR operations throughout the Near East and North Africa, including large programs in Egypt, Iran, and Iraq. Refugees in Lebanon, Saudi Arabia, Syria, and other countries continue to require protection and monitoring. Somali refugees in Yemen continue to receive UNHCR support, as do the Western Saharan refugees in Algeria who are awaiting a political settlement before returning to the Western Sahara.

### ♦ *International Committee of the Red Cross*

Throughout the Near East, ICRC is often the only international humanitarian organization that is able to access areas of civil strife to provide needed medical and other assistance to conflict victims and displaced persons. ICRC assists conflict victims in the region, with particular emphasis on tracing and protection of detainees. It also addresses unresolved humanitarian problems (particularly Prisoners of War and those Missing in Action) related to conflicts where hostilities have ceased. ICRC's emergency programs will continue to provide emergency shelter, food and water, medical care, and protection to civilians displaced by conflict in the region.



◆ ***Other International Organizations/Non-Governmental Organizations***

Funds may be contributed for special projects of international organizations or non-governmental organizations designed to complement the assistance efforts of international organizations or to meet special needs of refugees and migrants in the region.

# ASSISTANCE PROGRAMS IN SOUTH ASIA

## PROGRAM SUMMARY

*(dollars in thousands)*

<b>FY 1999 Enacted</b>	<b>FY 2000 Estimate</b>	<b>FY 2001 Request</b>	<b>Inc./Dec. (-)</b>
\$27,475	\$30,790	\$29,500	\$(1,290)

The Administration requests \$29,500,000 in FY 2001 for assistance programs in South Asia. The preponderant refugee group in the region continues to be the approximately 2.5 million Afghan refugees in Pakistan and Iran. Voluntarily repatriation from Pakistan continued through 1999, though even 100,000 returns seemed small in relation to the large refugee population. Iran, tiring of its refugee burden, is estimated to have involuntarily returned at least 75,000 persons to Afghanistan. The war in Afghanistan continued with the annual offensives displacing tens of thousands and leaving their home areas devastated. Most international assistance programs resumed in Afghanistan in 1999 despite concerns over security, Taliban restrictions on relief agencies, and the Taliban's treatment of women and minorities.

New arrivals in Pakistan were not registered as refugees by the government and as they were largely non-ethnic Pashtun, they did not fit as easily into the northwest border regions where long-term refugees may well remain and integrate. The Department has given, and will continue to give, special attention to the needs of women in the programs of international organizations and NGOs.

There were still over 92,000 registered Bhutanese refugees in six camps in eastern Nepal at the beginning of 2000 (out of some 110,000 Bhutanese refugees in Nepal, representing approximately one-sixth of Bhutan's estimated pre-1991 population). Promising talks in 1999 between the two governments aimed at finding a resolution to the citizenship issues surrounding these refugees have begun to show signs of progress by the beginning of 2000.

Of the original 120,000 Tamil refugees who fled to India from Sri Lanka in June 1990 as a result of ethnic violence, approximately 65,000 refugees remain, living in 133 camps in India's southern Tamil Nadu State. Voluntary repatriation continued to be stalled as the ongoing conflict in Sri Lanka flared in 1999.

In addition, India is host to over 100,000 Tibetan refugees. Approximately 2,500 new Tibetan refugees arrive in India each year.

♦ ***United Nations High Commissioner for Refugees***

The primary focus of the U.S. with regard to UNHCR programs in South Asia will be the continued protection as well as care for the most vulnerable refugee groups remaining in Pakistan and Iran, with special attention to the needs of refugee women and girls, especially in health and education. At the same time, to the extent possible, our contributions to UNHCR will support repatriation and reintegration inside Afghanistan aimed at establishing stability and a return to normal conditions of life for refugee groups that elect to return. UNHCR is also concerned with the repatriates and internally displaced in Sri Lanka, and with refugees from Sri Lanka in India. In Nepal, UNHCR's presence supports Tibetan refugees in transit to India as well as the growing Bhutanese refugee population and other smaller groups.

#### ◆ ***International Committee of the Red Cross***

ICRC is expected to maintain programs for victims of the Afghan conflict with a focus on emergency medical assistance and visiting detainees. ICRC runs a number of surgical and field hospitals for war-wounded Afghans, and operates orthopedic centers that provide complete rehabilitative services to the disabled. ICRC also provides emergency non-food assistance to the internally displaced and vulnerable, as well as water and sanitation projects in urban areas. Protection and tracing activities are important aspects of ICRC's Afghan Conflict Victims program.

ICRC is also involved in protection, tracing, medical assistance, and human rights training in Sri Lanka as well as with protection of detainees and conflict victims in Kashmir. With no resolution to those conflicts in sight, support for ICRC's critical humanitarian efforts through U.S. contributions to its regional appeal will continue.

#### ◆ ***World Food Program***

In recent years, U.S. contributions to WFP have supported feeding programs for Afghan refugees and repatriates and Bhutanese refugees. In FY 2001, funds may be contributed to WFP for expenses of such programs undertaken in cooperation with UNHCR.

#### ◆ ***Other International Organizations/Non-Governmental Organizations***

The Department will continue to give special attention to the needs of Afghan women and girls, particularly through health and education projects implemented by non-governmental organizations. To the extent possible, the Department will also consider supporting projects, which assist the reintegration of returnees or the repatriation of refugees to Afghanistan.

The Department will continue to support NGO programs that assist Tibetan refugees. Funds may also be contributed for projects, of international or non-governmental organizations designed to complement the assistance efforts of UNHCR and ICRC to meet special needs of refugees and migrants in the region.

# ASSISTANCE PROGRAMS IN EUROPE

## PROGRAM SUMMARY

*(dollars in thousands)*

	<b>FY 1999 Enacted</b>	<b>FY 2000 Estimate</b>	<b>FY 2001 Request</b>	<b>Inc./Dec.(-)</b>
MRA	\$84,583	\$57,443	\$88,460	\$31,017
MRA Supplemental	225,500	0	0	0
<b>Total</b>	<b>\$310,083</b>	<b>\$57,443</b>	<b>\$88,460</b>	<b>\$31,017</b>

The Administration requests \$88,460,000 to respond to assistance needs in Europe, including the New Independent States (NIS) of the former Soviet Union. This is an increase of \$31,017,000 from the FY 2000 estimate. However, the FY 2000 level does not reflect the use of \$126,197,362 available from the Emergency Supplemental,<sup>2</sup> in addition to the \$57,443,000 available from regular FY 2000 MRA being used to support overseas assistance needs in Europe.

As long as the situation in Kosovo remains volatile, the international community will concentrate on providing humanitarian assistance. The conflict in Kosovo has resulted in the displacement of a additional 300,000 people in the region. There remain over one million Bosnian and Croatian refugees and internally displaced persons. Continued funding is required through FY 2001 to support UNHCR-led relief and repatriation efforts in the Balkans. MRA funding is also needed to support humanitarian efforts for the refugees and displaced persons from the Caucasus.

Due to the Kosovo crisis, support requirements jumped greatly in FY 1999 and FY 2000. These requirements were funded from supplemental appropriations. The FY 2001 Europe funding request represents an overall decline in funding, taking into account that many of the immediate needs stemming from the Kosovo crisis will have been met, and that humanitarian needs in Bosnia will continue to decline as persons start to return home and begin to rebuild their lives.

In the aftermath of the Kosovo crisis, the international community has been focusing on humanitarian assistance and on mitigating the long-term health effects of the war for its victims. This work will continue into FY 2001. UNHCR will also concentrate on providing humanitarian relief to Serbs and Romas (Gypsies), who left Kosovo after NATO troops entered the province. For refugees from Bosnia and Croatia, the international community is focusing significant energy and resources on facilitating return. It is also working to find other durable solutions for those unable to return due to a well-founded fear of persecution or particular humanitarian needs. Continued funding is required through FY 2001 to support these efforts.

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<sup>2</sup> The Kosovo Emergency Supplemental (P.L.106-31) was appropriated during FY 1999 and was made available for obligation until September 30, 2000.

In the former Soviet Union, the transformation from Soviet rule to democracy continues to be a volatile process. Some nine million persons in the NIS are refugees, displaced persons, repatriates, or other migrants. Fighting in Chechnya in 1999 displaced as many as 260,000 people who need care and maintenance now, and eventually, reintegration assistance. The North Caucasus region of the Russian Federation, which had tens of thousands of Internally Displaced Persons (IDPs) and refugees from several conflicts even before the latest fighting, will continue to be an unstable region prone to outbreaks of violence. Despite the peace accord signed in Tajikistan in 1997, poverty and insecurity wrack this nation and hamper efforts to reintegrate some 80,000 returned refugees. There is little progress in seeking solutions to the conflicts over Nagorno Karabakh or Abkhazia, which affect over 1.2 million internally displaced persons and refugees. The Administration is committed to supporting continued attention to the issues outlined in the Program of Action (POA) of the 1996 Regional Conference on Refugees and Migration in the Commonwealth of Independent States (CIS Conference). Although the POA expires in 2000, the countries of the NIS and the international community are working to develop a mechanism to ensure that the issues, themselves, continue to be addressed. IOM, the Organization for Security and Cooperation in Europe (OSCE), and UNHCR will continue to implement related programs throughout the NIS and will require funding in FY 2001.

#### ◆ ***United Nations High Commissioner for Refugees***

In FY 2001, UNHCR's presence in Bosnia and Croatia will include residual; scaled down efforts to assist the return of refugees and internally displaced persons (IDP) affected by the 1991-95 wars. UNHCR's major emphasis will be on protection activities for this population. UNHCR will continue to provide significant humanitarian assistance and coordination in both Kosovo and the Federal Republic of Yugoslavia (FRY).

UNHCR is one of three organizers of the 1996 CIS Conference which examined a broad range of issues relating to the involuntary movement of people in the NIS. All UNHCR programs in the NIS through the year 2000 will be covered under UNHCR's CIS Conference appeals. Much of this work will need to continue in 2001. UNHCR has expanded its programs beyond the traditional provision of protection, emergency assistance for refugees and internally displaced persons, and dissemination of refugee law. Programs, that support the CIS Conference Program of Action, include technical assistance and training to develop appropriate legislation, implementation procedures, and government structures to respond humanely to migration concerns, as well as prevention programs, public awareness projects, and capacity building of both governmental and non-governmental agencies. UNHCR will also continue traditional activities in the NIS, particularly in Russia, the Caucasus and Tajikistan.

#### ◆ ***International Committee of the Red Cross***

In the former Yugoslavia, ICRC plays a unique role among international agencies by facilitating exchange of information on missing persons. ICRC will also continue relief activities to the most vulnerable in FY 2001 while continuing to transfer operations and responsibilities to local Red Cross delegations.

In FY 2001 funds will continue to support ICRC's programs in the NIS to provide emergency assistance, to further develop ICRC's innovative tolerance education programs based on international humanitarian law, and to promote the basic principles of international humanitarian law and the law of war. U.S. support for ICRC enabled them to respond immediately to the humanitarian needs of displaced persons that fled fighting in Chechnya in 1999 and 2000.

### ◆ ***World Food Program***

Funds will be contributed to WFP for programs undertaken in cooperation with UNHCR. WFP will continue to provide food and coordinate food supplies for the most vulnerable persons of concern in FY 2001. In past years, contributions have been made for WFP programs in the former Yugoslavia and toward WFP components of consolidated appeals for Tajikistan, the South Caucasus, and the North Caucasus.

### ◆ ***Other International Organizations/Non-Governmental Organizations***

Our partnership with other international and non-governmental organizations in the former Yugoslavia is unprecedented. Continued funding will be required to support these organizations as they facilitate return and provide assistance to refugees and IDPs in the republics of the former Yugoslavia. Non-governmental organizations serve as implementing partners for UNHCR assistance and repatriation efforts. In addition, NGOs work independently to target the special needs of specific populations. For example, the Department of State has used NGOs to implement programs facilitating the return of displaced persons to areas where their ethnic group is in the minority.

In the NIS, funding to NGOs is primarily used to support emergency needs of refugees and internally displaced persons not provided by UNHCR and ICRC. NGO programs focus on building the capacity of their indigenous NGO partners and encouraging self-sufficiency for refugee and IDP communities.

We began providing funds to the Organization for Security and Cooperation in Europe (OSCE) as a co-organizer of the CIS Conference. The OSCE has since established a permanent migration advisor position and has implemented a number of effective projects in the NIS, particularly in the South Caucasus and Central Asia. OSCE funding is targeted to issues affecting refugees, internally displaced, and other migrants who are outside UNHCR's mandate. In addition, funds will be needed in FY 2001 to support IOM's work in the NIS.

IOM was a co-organizer of the Conference and plays a significant role in the implementation. IOM's main activities support NIS governments' efforts to develop humane migration management systems. IOM also focuses its efforts on NGO capacity building and in providing reintegration assistance to migrants.

# MULTIREGIONAL ACTIVITIES

## PROGRAM SUMMARY

(dollars in thousands)

<b>FY 1999 Enacted</b>	<b>FY 2000 Estimate</b>	<b>FY 2001 Request</b>	<b>Inc./Dec. (-)</b>
\$67,215	\$73,237	\$68,000	\$(5,237)

For FY 2001, the Administration requests \$68,000,000 for Multiregional Activities. These funds support the assessed U.S. contribution to IOM, the headquarters budget of the ICRC, the headquarters and global program costs of UNHCR, the Multiregional refugee activities of international or non-governmental organizations, and international migration activities. (The IOM assessment and the ICRC contribution are paid in Swiss francs, and the dollar amounts will vary according to the exchange rate at the time of payment.) These funds will support enhanced multiregional refugee and migration activities of international and non-governmental organizations, particularly UNHCR, including special programs for refugee women and children.

### ♦ ***International Committee of the Red Cross***

The funding request for the ICRC headquarters budget covers the permanent activities carried out by ICRC staff at the Geneva headquarters only; field-related costs are normally attributed to the regional appeals. The contribution will be calculated at not less than 10 percent of the 2001 ICRC headquarters budget in accordance with the *Foreign Relations Authorization Act, 1988 and 1989*. The ICRC headquarters budget is funded through voluntary contributions by governments and national societies of the Red Cross; the Swiss Government contributes approximately 50 percent. U.S. contributions to ICRC's regional appeals are described under the previous regional sections of this document.

### ♦ ***International Organization for Migration***

As a member of IOM, as authorize in the *Migration and Refugee Assistance Act of 1962*, the United States pays a 29.95 percent assessment to the organizations administrative budget. IOM's services and expertise contribute significantly to the development and success of international migration and refugee resettlement programs worldwide.

### ♦ ***Assistance and Protection Programs***

These funds will support activities of international and non-governmental organizations that do not appear in any specific regional program (e.g., centrally funded multiregional activities) or that support the ability of organizations to respond to new requirements, including emergency response capacity.

Multiregional program activities include interagency coordination efforts, emergency response units of international organizations, and special studies. These funds also will be used to support efforts to integrate the special needs of refugee women and children in the program and budget planning process of the international organizations and non-governmental agencies engaged in providing refugee assistance overseas. The multiregional program also supports two-year positions held by Americans with UNHCR, IOM and WFP, through Junior Professional Officer programs. The United States provides unearmarked funding to the UNHCR General Program (from which many of the above activities are funded) under this activity, in addition to the funds provided to UNHCR through region-specific allocations discussed previously in this request.

### ◆ ***Migration Activities***

International migration activities include cooperation with other governments and with international and non-governmental organizations to understand the root causes of migration, particularly at the regional level, and to encourage humane and effective migration management. IOM will continue to develop its technical assistance and migration information activities. The Intergovernmental Consultations on Asylum, Refugee, and Migration Policies in Europe, North America, and Australia (IGC) is a process through which the United States, Canada, Australia, and twelve European countries cooperate on migration policy matters. Since 1996, policy discussions among eleven governments of North and Central America in the Regional Conference on Migration (RCM) have focused on common migration challenges and cooperative efforts to address concerns related to human rights of migrants, as well as law enforcement efforts.

Migration and asylum figure prominently as part of the dialogue on “Justice and Home Affairs” issues in the New Trans-Atlantic Agenda (NTA) between the United States and the European Union (EU). Since FY 1998, PRM and the European Commission have cooperated on information campaigns to address the problem of trafficking in women. In FY 2001, PRM will continue its efforts to advance cooperation with the EU member states and the European Commission on migration issues focusing on protection.

Finally, assistance will be provided to migrants in pilot projects to support the international migration policy goals for which PRM has primary responsibility, especially with regard to protection and safeguarding the human rights of migrants. MRA funds will not be used for migration-related activities for which other appropriations exist (e.g., law enforcement).



# REFUGEE ADMISSIONS

## PROGRAM SUMMARY

(dollars in thousands)

	<b>FY 1999 Enacted</b>	<b>FY 2000 Estimate</b>	<b>FY 2001 Request</b>	<b>Inc./Dec.(-)</b>
MRA	102,360	92,900	126,000	33,100
MRA Supplemental	40,000	0	0	0
<b>Total</b>	<b>\$142,360</b>	<b>\$92,900</b>	<b>\$126,000</b>	<b>\$33,100</b>

The Administration requests \$126,000,000 to support the Refugee Admissions program in FY 2001. While this level is an increase of \$33,100,000 over the FY 2000 enacted level, \$40,000,000 from the FY 1999 Emergency Supplemental Appropriation<sup>3</sup> will still be available in FY 2000 for refugee admissions. Programmatically, the FY 2001 request is a decrease of \$6,900,000 from the amount available for refugee admissions in FY 2000.

This request will support a minimum of 76,000 refugees to the United States; if cost savings are achieved, 80,000 admissions could be supported. The President, following the annual consultation process with Congress later in FY 2000, will determine the final number of refugee admissions and the regional allocations. The specific regional ceilings established in the consultations process will be based on an assessment of worldwide refugee needs at that time. The request funds all related refugee admissions activities and the processing and transportation of a small number of Amerasian Immigrants. In FY 2001, PRM will continue to give priority to enhancing accessibility to the refugee admissions program for individuals in need of the protection afforded by resettlement.

Actual U.S. refugee admissions for FY 1999 and the established FY 2000 ceilings are shown in the table below:

### U.S. Refugee Admissions Levels

<b>Geographic Region</b>	<b>FY 1999 Actual</b>	<b>FY 2000 Ceiling</b>
Africa	13,038	18,000
East Asia	10,204	8,000
Europe	55,576	47,000
Latin America/Caribbean	2,110	3,000
Near East/South Asia	4,078	8,000
Unallocated *	0	6,000
<b>TOTAL - FUNDED</b>	<b>85,006</b>	<b>90,000</b>

/a In FY 2000, the funded admissions level is 85,000, and 5,000 admissions numbers of the unallocated reserve are available for refugees, if needed, and if necessary funding can be identified within existing appropriations for the Departments of State and Health and Human Services. The Department will notify Congress should use of this contingency become necessary.

<sup>3</sup> The Kosovo Emergency Supplemental (P.L. 106-31) was appropriated during FY 1999 and was made available for obligation until September 30, 2000.

## ◆ *Africa*

Admissions of African refugees increased approximately 85 percent in FY 1999, from 7,000 to 13,000 refugees. African refugees of any nationality who are referred for resettlement for protection or durable solution reasons by UNHCR or a U.S. Embassy will be processed. Several specific groups have been identified as of special humanitarian concern and will be eligible for direct registration. In addition, refugees from some countries undergoing active or recently concluded armed conflict will be eligible for family reunification processing. In FY 2001, some of the largest populations are expected to be Sudanese, Sierra Leoneans, and Somalis.

## ◆ *East Asia*

**ODP, ROVR, and Amerasians** - For 20 years under the Orderly Departure Program (ODP) from Vietnam, refugee cases were processed for those with close ties to the United States, with particular emphasis on former re-education center detainees and Amerasians. In addition, since FY 1997 the U.S. has processed for refugee admission some 18,000 Vietnamese applicants under the Resettlement Opportunity for Vietnamese Returnees (ROVR). We expect interviews in both these programs will be completed during FY 2000 when some 4,000 Vietnamese admissions are anticipated. In FY 2001, we expect to complete residual caseloads as well as to address the needs of Vietnamese protection cases.

**First Asylum** - In FY 2001 it is expected that several hundred Burmese in Thailand will be considered for admission to the U.S. as refugees. Small numbers of refugees from other Asian countries may also be processed.

## ◆ *Europe*

The FY 2001 program will primarily include persons from the former Soviet Union, persons from the Republics of the former Yugoslavia, and a small residual population of qualifying family member (Visas 93) beneficiaries from East European countries.

Admissions from the former Soviet Union will be primarily persons of special interest to the United States. These include Jews, Evangelical Christians, and certain Ukrainian religious activists. The Department of State will continue to closely monitor the situation of religious minorities in Russia. Admissions from the former Yugoslavia will emphasize vulnerable cases, and other refugees for whom reintegration is not a viable option.

## ◆ *Near East and South Asia*

In FY 2001, admissions of Iranians (primarily religious minorities) and Iraqis from processing sites in Europe and the Near East/South Asia region are expected to continue and the admission of vulnerable Afghans – particularly women and certain ethnic minorities – are expected to increase.

### ◆ ***Latin America and the Caribbean***

Western Hemisphere program efforts in this region primarily support the admission of Cubans. The in-country Cuban refugee processing program is designed to allow those individuals most likely to qualify as refugees, the opportunity to have their claims heard without resorting to dangerous boat departures. Nationals of other countries, such as Colombia, will be considered if referred by UNHCR.

## **SUMMARY OF COSTS**

The total cost of all admissions activities to be covered from appropriated funds in FY 2001 is estimated at \$126,000,000. The requested funds are directly related to costs incurred on behalf of refugees whose actual admission will occur in FY 2001 or in 2002. After a refugee is approved by the Immigration and Naturalization Service (INS) for the U.S. refugee admissions program, the refugee receives a medical examination, sponsorship in the United States is assured, travel arrangements are prepared, and all other steps necessary for admission to the United States are completed. Most transportation and Reception and Placement grant costs are incurred when the refugee departs the asylum country for resettlement in the United States. Funds also are used to support all ongoing activities related to admissions, such as pre-screening of refugee applicants, processing of applicant case files, medical examinations, and overseas orientation.

The budget request for refugee admissions funds the programs described below. Funds may also be used for the evaluation of these programs.

### ◆ ***Amerasian Admissions Costs***

Within the total admissions request, sufficient funds have been included to cover the admissions costs of Amerasian immigrants and their qualifying family members. These funds are included within the category requests that follow, but are not separately identified by activity. The small number of Amerasian immigrants who enter under the provisions of Section 584 of the *FY 1988 Further Continuing Resolution to the Appropriations Act*, P.L.100-202, receive the same services provided to refugees.

### ◆ ***Processing***

The Department funds a number of private voluntary agencies and the International Organization for Migration to assist with the processing of refugees worldwide for resettlement in the United States. Processing responsibilities include screening applicants to assess their eligibility for interview by INS adjudicators under the U.S. refugee program. Some applicants interviewed by INS are not approved for U.S. resettlement. Therefore, more cases are processed during the course of the year than will actually be admitted to the United States as refugees. For approved refugees, processing funds also are used to pay for medical examinations, cultural orientation materials and briefings, and required travel documentation.

In addition to overseas processing operations, the Department funds certain services performed in the United States that are essential to the smooth and efficient operation of the admissions process. This includes maintaining an U.S.-based Refugee Data Center, which operates a case allocation, and a Reception and Placement (R&P) grant verification system. The computerized Worldwide Refugee Admissions Processing System (WRAPS) will be deployed in FY 2001, streamlining all aspects of refugee processing.

### ◆ ***Transportation and Related Services***

In FY 2001, the Administration requests funds for transportation and related services provided by IOM in support of the U.S. admissions program. This activity includes funding for international and domestic airfares, IOM operational support, communications, and transit accommodations where required. The cost of the airfares is provided to refugees on a loan basis; beneficiaries are responsible for repaying their loans over time after resettlement. Therefore, the requirement for appropriated funds for refugee transportation, in any given year is partially offset by loan repayments to IOM from refugees previously resettled. In addition, some refugees, primarily from the former Soviet Union, elect to travel on privately purchased tickets.

### ◆ ***Reception and Placement Grants***

Through the Department's Reception and Placement program (R&P), private voluntary agencies receive funds on a per capita basis to provide basic services to refugees for initial resettlement in the United States. These agencies augment the federal grant by drawing on private cash and in-kind contributions that are essential to the success of this program. Services include pre-arrival planning, reception at the airport, initial housing, orientation to their communities, counseling, and referral to local social service programs.

Within the overall program funding, the Department may support different resettlement services for groups of refugees with special resettlement needs, for example, unaccompanied minors destined for foster care programs.

The Department coordinates its reception and placement services with the refugee assistance programs administered by the Office of Refugee Resettlement in the Department of Health and Human Services (HHS/ORR).

# REFUGEES TO ISRAEL

## PROGRAM SUMMARY

*(dollars in thousands)*

<b>FY 1999 Enacted</b>	<b>FY 2000 Estimate</b>	<b>FY 2001 Request</b>	<b>Inc./Dec. (-)</b>
\$70,000	\$60,000	\$60,000	\$0

The FY 2001 request includes \$60,000,000 to support resettlement in Israel through a grant to the United Israel Appeal (UIA). This grant helps finance programs of the Jewish Agency for Israel that assist in the absorption into Israeli society of Jewish humanitarian migrants coming to Israel from the former Soviet Union and certain countries of distress.

In 1991, approximately 145,000 individuals from the former Soviet Union arrived in Israel; by 1999, this number had declined to about 61,000.

# ADMINISTRATIVE EXPENSES

## PROGRAM SUMMARY

(dollars in thousands)

	<b>FY 1999 Enacted</b>		<b>FY 2000 Estimate</b>		<b>FY 2001 Request</b>		<b>Inc./Dec. (-)</b>	
	<i>Positions</i>	<i>Funds</i>	<i>Positions</i>	<i>Funds</i>	<i>Positions</i>	<i>Funds</i>	<i>Positions</i>	<i>Funds</i>
MRA	99	\$12,970	110	\$13,800	110	\$14,852	0	\$1,052
MRA Supplemental	0	\$500	0	0	0	0	0	0
<b>Total</b>	<b>99</b>	<b>\$13,470</b>	<b>110</b>	<b>\$13,800</b>	<b>110</b>	<b>\$14,852</b>	<b>0</b>	<b>\$1,052</b>

The Administration requests \$14,852,000 to finance the salaries and administrative expenses of the Bureau of Population, Refugees, and Migration (PRM). These funds will be used to finance the full-year salaries and operating costs associated with a staff of 110 permanent positions in the Bureau of Population, Refugees, and Migration. The requested increase will fund the continued start-up of several refugee coordinator positions to be established at the end of FY 2000 (\$427,000), ICASS services costs associated with these new positions (\$275,000), and domestic and overseas wage and price increases (\$350,000). This staff, both overseas and domestic, manages the resources and array of issues for which PRM is responsible. The overseas staff manages important humanitarian and refugee responsibilities. Domestic staff direct diplomatic initiatives and policy development, address program design, monitor and evaluate operational activities, and maintain our equally important policy liaison role in supporting other parts of the State Department in integrating refugee and humanitarian issues into the broader regional foreign policy concerns.

While the Bureau of Population, Refugees, and Migration is responsible for international population policy and coordination, funds for the salaries and support costs of the six domestic positions dedicated to carrying out this responsibility are requested under the Department of State's Diplomatic and Consular Programs in FY 2001.

## REQUIREMENTS BY OBJECT CLASS

*(dollars in thousands)*

<b>Object Class</b>	<b>FY 1999 Enacted</b>	<b>FY 2000 Estimate</b>	<b>FY 2001 Request</b>	<b>Inc./Dec.</b>
Personnel compensation	\$6,514	\$7,250	\$7,727	\$477
Personnel benefits	1,978	2,175	2,320	145
Benefits for former personnel	--	--	--	--
Travel and transportation of persons	1,062	1,200	1,200	--
Travel and transportation of things	10	15	20	5
Rents, communications, and utilities	590	700	850	150
Printing and reproduction	129	130	130	--
Other services	2,053	1,735	2,010	275
Supplies and materials	185	195	195	--
Personnel property	394	400	400	--
Grants, subsidies, and contributions	<u>893,055</u>	<u>608,825</u>	<u>643,360</u>	<u>34,535</u>
<b>Appropriation Total</b>	<b>\$905,970</b>	<b>\$622,625</b>	<b>\$658,212</b>	<b>\$35,587</b>

# EMERGENCY REFUGEE AND MIGRATION ASSISTANCE FUND

## SUMMARY STATEMENT

*(dollars in thousands)*

	<b>FY 1999 Enacted</b>	<b>FY 2000 Estimate</b>	<b>FY2001 Request</b>	<b>Inc./Dec. (-)</b>
ERMA	\$30,000	\$12,452	\$20,000	\$7,548
ERMA Supplemental	165,000	0	0	0
Total	\$195,000	\$12,452	\$20,000	\$7,548

The Emergency Refugee and Migration Assistance (ERMA) Fund is a no-year appropriation, drawn upon by the President to meet "unexpected urgent refugee and migration needs" whenever the President determines that it is "important to the national interest" to do so. *The Migration and Refugee Assistance Act of 1962, as amended*, provides permanent authorization for the account of up to \$100,000,000. The request for \$20,000,000 is intended to replenish the ERMA Fund in order to provide the flexibility needed to respond to unexpected refugee and migration emergencies.

### ***Program Activities***

In FY 1999 and FY 2000, as of January, a total of \$125,000,000 was drawn down from the ERMA Fund for the following requirements:

#### **♦ *Asia***

##### **Presidential Determination 2000-07 - \$30,000,000**

On November 10, 1999, \$30,000,000 was authorized to meet the urgent and unexpected needs of refugees, displaced persons, victims of conflict, and other persons at risk due to the Timor crisis.

#### **♦ *Europe***

##### **Presidential Determination 99-10 - \$25,000,000**

On January 25, 1999, \$25,000,000 was authorized to meet the urgent and unexpected needs of refugees, displaced persons, victims of conflict, and other persons at risk due to the Kosovo crisis.



**Presidential Determination 99-19 - \$25,000,000**

On March 31, 1999, \$25,000,000 was authorized to meet the urgent and unexpected needs of refugees, displaced persons, victims of conflict, and other persons at risk due to the Kosovo crisis.

**Presidential Determination 99-22 - \$20,000,000**

On April 29, 1999, \$20,000,000 was authorized to meet the urgent and unexpected needs of refugees, displaced persons, victims of conflict, and other persons at risk due to the Kosovo crisis.

**Presidential Determination 99-23 - \$15,000,000**

On May 18, 1999, \$15,000,000 was authorized to meet the urgent and unexpected needs of refugees, displaced persons, victims of conflict, and other persons at risk due to the Kosovo crisis, with special focus on refugee settlement requirements for persons processed through the Humanitarian Evacuation Program from Macedonia.

**Presidential Determination 2000-07 - \$10,000,000**

On November 10, 1999, \$10,000,000 was authorized to meet the urgent and unexpected needs of refugees, displaced persons, victims of conflict, and other persons at risk due to the North Caucasus crisis.

## **SUMMARY STATEMENT**

*(dollars in thousands)*

<b>Object Class</b>	<b>FY 2000 Opening Balance</b>	<b>FY 2001 Request</b>
Grants, subsidies, and contributions	\$185,310 <sup>1</sup>	\$20,000

<sup>1</sup> Of which, \$172,857,659 was carried forward from FY 1999 and \$12,452,000 was appropriated in FY 2000.

# KOSOVO EMERGENCY SUPPLEMENTAL

## SUMMARY STATEMENT

(dollars in thousands)

	<b>FY 1999 Enacted</b>	<b>FY 2000 Estimate</b>	<b>FY2001 Request</b>	<b>Inc./Dec. (-)</b>
MRA Supplemental	\$266,000	\$0	\$0	\$0
ERMA Supplemental	165,000	0	0	0
<b>Total</b>	<b>\$431,000</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>

The Kosovo Emergency Supplemental (P.L. 106-31) was appropriated during FY 1999 and was made available for obligation until September 30, 2000. The following table displays FY 1999 actual obligations from the MRA Supplemental appropriation of \$266,000,000.

## Migration and Refugee Assistance (MRA) Kosovo Emergency Supplemental Program Summary (in thousands)

<b>Activity</b>	<b>FY 1999 Actual</b>
<b>Administrative Expenses</b>	<b>\$120</b>
<b>Refugee Admissions</b>	<b>0</b>
<b>UNHCR (Kosovo-related only) \a</b>	<b>50,000</b>
<b>ICRC/IFRC</b>	<b>15,000</b>
<b>Other IOs/NGOs</b>	<b>32,782</b>
<i>UNICEF</i>	<i>8,600</i>
<i>WHO</i>	<i>2,000</i>
<i>IOM</i>	<i>3,466</i>
<i>WFP</i>	<i>2,769</i>
<i>Other NGOs</i>	<i>15,947</i>
<b>Transfer to USIA</b>	<b>1,500</b>
<b>Emergency Supplemental Total</b>	<b>\$99,402</b>

\a For UNHCR only, use of MRA Supplemental is limited to Kosovo-related activities.

In addition to the \$266,000,000 appropriated to MRA, and additional \$165,000,000 was appropriated for the Emergency Refugee and Migration Assistance Fund (ERMA). The ERMA is a no-year appropriation, drawn upon by the President to meet "unexpected urgent refugee and migration needs" whenever the President determines that it is "important to the national interest" to do so. As displayed earlier, these Supplemental funds were added to the existing ERMA balance for use as necessary. In FY 1999, \$88,675,000 was obligated from the ERMA fund, and in FY 2000 to date, \$40,000,000 has been drawn down from the ERMA fund, as displayed below:

## Emergency Refugee and Migration Assistance Fund

### FY 1999 – FY 2000 Summary

*(in dollars)*

<b>F Y 1 9 9 9</b>	Balance Carried Forward	62,857,659
	Appropriation	30,000,000
	Total Available	92,857,659
	Drawdowns:	
	<div style="display: flex; justify-content: space-between;"> <div>Kosovo Crisis (Jan)</div> <div style="text-align: right;">(25,000,000)</div> </div> <div style="display: flex; justify-content: space-between;"> <div>Kosovo Crisis (Mar)</div> <div style="text-align: right;">(25,000,000)</div> </div> <div style="display: flex; justify-content: space-between;"> <div>Kosovo Crisis - Admissions (April)</div> <div style="text-align: right;">(20,000,000)</div> </div> <div style="display: flex; justify-content: space-between;"> <div>Kosovo Crisis (May)</div> <div style="text-align: right;">(15,000,000)</div> </div> <div style="display: flex; justify-content: space-between; border-top: 1px solid black;"> <div></div> <div style="text-align: right;">(85,000,000)</div> </div>	
<b>F Y 2 0 0 0  Y T D</b>	Supplemental Appropriation	165,000,000
	Total Available	172,857,659
	Balance Carried Forward	172,857,659
	Appropriation	12,452,000
	Total Available	185,309,659
<b>0 0 0 0  Y T D</b>	Drawdowns:	
	<div style="display: flex; justify-content: space-between;"> <div>North Caucasus</div> <div style="text-align: right;">(10,000,000)</div> </div> <div style="display: flex; justify-content: space-between;"> <div>East Timor</div> <div style="text-align: right;">(30,000,000)</div> </div> <div style="display: flex; justify-content: space-between; border-top: 1px solid black;"> <div></div> <div style="text-align: right;">(40,000,000)</div> </div>	
	Total Available	145,309,659

# EMERGENCY REFUGEE AND MIGRATION ASSISTANCE FUND

## Program Summary

*(in thousands)*

	FY 1999 Actuals
<b>UNHCR</b>	<b>\$30,526</b>
<b>ICRC/IFRC</b>	<b>3,000</b>
<b>WFP</b>	<b>900</b>
<b>Other IOs/NGOs</b>	<b>29,044</b>
<i>UNICEF</i>	<i>4,800</i>
<i>WHO</i>	<i>1,150</i>
<i>IOM</i>	<i>2,295</i>
<i>Other NGOs</i>	<i>20,799</i>
<b>Refugee Admissions</b>	<b>25,000</b>
<b>Administrative Expenses</b>	<b>205</b>
<b>ERMA Total</b>	<b>\$88,675</b>

# **Bureau of Population, Refugees, and Migration (PRM)**

## **Bureau Performance Plan (BPP) Summary**

### **Fiscal Years 1999 - 2000 – 2001**

#### **International Affairs Strategic Goal: Humanitarian Response**

*“Prevent or minimize the human costs of conflict and natural disasters.”*

**PROTECTION GOAL:** Equal access to effective protection and first asylum for refugees and conflict victims.

**RESPONSE CAPACITY AND STANDARDS OF CARE GOAL:** Maintain viable and efficient international humanitarian response mechanisms to respond to the needs of refugees and victims of conflict at internationally accepted minimum standards.

**VOLUNTARY REPATRIATION AND REINTEGRATION GOAL:** Support for voluntary repatriation of refugees and provide a catalyst for their sustainable reintegration in the country of origin.

**INTERNATIONAL MIGRATION GOAL:** To manage international migration flows humanely and effectively.

**RESETTLEMENT GOAL:** Provide resettlement opportunities to refugees and encourage other countries to do so.

**ADMINISTRATION: HUMAN RESOURCES GOAL:** To develop and maintain a skilled, diverse, and flexible work force capable of achieving PRM’s objectives and responding to international crises.

**ADMINISTRATION: INFORMATION RESOURCES:** Appropriate information technology (IT) to effectively support Department and Bureau goals and staff productivity in a secure, expeditious, cost-effective, and timely manner.

Note: PRM goals relate to refugees and conflict victims, but not to victims of natural disasters.

#### **International Affairs Strategic Goal: Population**

*“Stabilize world population growth”*

**POPULATION GOAL:** A concerted, comprehensive, and coordinated international response to unsustainable global population growth by implementation of the Program of Action agreed to at the 1994 International Conference on Population and Development.

NOTE: The PRM BPP includes the Population goal. A separate office in PRM is responsible for international population policy, and USAID, not MRA or ERMA, is the primary funding source for implementing the Population goal’s objectives.

**BUREAU OF POPULATION, REFUGEES, AND MIGRATION (PRM)**  
**BUREAU PERFORMANCE PLAN (BPP)**  
FY 99-00-01

**GOAL PAPER: Protection of Refugees and Conflict Victims**

**STRATEGIC GOAL: HR** – Prevent or minimize the human costs of conflict and natural disasters.

**GOAL: Equal access to effective protection and first asylum to refugees and conflict victims.**

**NATIONAL INTEREST:**

**HUMANITARIAN RESPONSE:** The concept of protection for conflict victims and refugees stems from international law that was written to extend international protection to persons who were unable to get such protection from their own governments. Effective protection minimizes the human cost of conflict. Respect for humanitarian principles is key to preventing conflict and human rights abuses. Effective national protection for asylum seekers is a core **human rights** goal, and as protection of individuals and respect for international law, figures in the **Democracy** national interest. **National and regional security** interests can be adversely affected by the failure to provide equal access to effective protection, which includes separating combatants from civilians and requires a special focus on protecting vulnerable groups. Protection regimes (including national laws and their implementation) are an essential element of good **Law Enforcement**.

**STRATEGY:** The United States will provide the protection that is guaranteed under international law for refugees, torture victims, and non-combatant conflict victims, and will pro-actively promote protection for those in need worldwide. Many countries, including the United States, have more generous policies toward the provision of protection than is required by international law. Domestically, we have legislation providing temporary protected status. U.S. law defines “refugee” more broadly than international law for certain types of persecution or for certain groups. The Department works with the Department of Justice and Congress to ensure that U.S. law and its implementation are in compliance with international protection standards that we have negotiated or to which we have agreed. Internationally, we also place emphasis on physical protection for refugees (especially with regard to women and girls, from sexual violence; and regarding children, from forced combat). The United States stresses the crucial link between protection and assistance to refugees and conflict victims and will assist our implementing partners to enable their staffs to monitor protection even as they provide assistance. The United States will approach other countries facing influxes of asylum seekers to support international protection standards as well as to offer assistance when necessary.

## **OBJECTIVES:**

### **❑ GENERAL LEGAL PROTECTION--**

- To increase the number of states which have in place effective regimes for providing legal protection to refugees and preventing their forcible return to a country where they might face torture or persecution.
- To urge refugee-hosting countries to continue to provide asylum to refugees until repatriation or resettlement become viable solutions.
- To support the public dissemination of humanitarian principles.

### **❑ CHILDREN –**

- To achieve the broadest possible implementation of UNHCR Guidelines on the Protection and Care of Refugee Children in the programs of international organizations, their implementing partners, and USG-funded agencies.
- To collect/disseminate “best practices” and “lessons learned” from individual efforts to keep refugee children from becoming child soldiers and for their rehabilitation.
- To ensure that separated children are traced quickly in emergencies, and protected pending reunification with their families.

### **❑ WOMEN –**

- To achieve broadest possible implementation of UNHCR’s Guidelines on the Protection of Women in international organizations, their implementing partners, and USG-funded agencies.
- To take all possible measures to deter, detect, and address the consequences of sexual violence.
- To promote the participation of refugee women in refugee camp management, with particular focus on distribution of food and other support items.

### **❑ PHYSICAL SECURITY –**

- To ensure adequate physical security for persons receiving international protection, as well as for those providing assistance.

## **ASSUMPTIONS/EXTERNAL FACTORS:**

- U.S. response to asylum seekers and protection of refugees will impact our ability to influence other countries’ behavior with regard to the protection needs of asylum seekers.
- Physical protection will continue to be as great a problem for refugees and conflict victims as legal protection.
- USG attention to sexual violence and prostitution will not backfire, and stigmatize or draw undue attention to victims, or to refugee women in general.

## **PERFORMANCE INDICATORS:**

**INDICATOR:** Effective integration of community services, health care, and protection programs to address sexual and gender-based violence.

**BASELINE:** Some model programs exist that link reproductive health care with justice for victims of sexual and gender violence.

**FY 2000 TARGET:** Replication of integrated programs to address sexual and gender-based violence in five sites.

**FY 2001 TARGET:** Evaluation of first site and replication, if appropriate.

- **DATA SOURCE:** Embassy reporting, PRM monitoring reports.

**INDICATOR:** There is registration and tracing, as needed, available for separated children in every major refugee situation.

**BASELINE:** In the Kosovo emergency, tracing was started immediately, proving it can be done early in an emergency, although we do not know whether it is always available to families missing some members, especially for children.

**FY 2000 TARGET:** Establish practice of monitoring existence of registration/tracing in refugee situations in at least half the monitoring reports filed by refcoords or program officers; fund programs wherever tracing is not present, but needed.

**FY 2001 TARGET:** Reporting on registration, tracing and funding response is included in all monitoring in a refugee situation.

- **DATA SOURCE:** Embassy reporting, PRM monitoring reports.

**INDICATOR:** An increase in the number of states party to the 1951 CSR and its 1967 Protocol.

**BASELINE:** Currently, 138 (as of September 1999) nations are party to the 1951 CSR and/or its 1967 Protocol.

**FY 2000 TARGET:** Increase by one state party.

**FY 2001 TARGET:** Increase by one state party.

- **DATA SOURCE:** UNHCR

## **PERFORMANCE REPORT:**

To assist other governments to improve their legal protection mechanisms, PRM supported the work of UNHCR, ICRC, and IOM, conducted workshops and training programs, and held bilateral discussions with, inter alia, Turkey, Russia, Ukraine, Georgia, Latvia, Egypt, and Tanzania. PRM, together with INS, supported regional workshops or conferences covering East Asia, Southern Africa, the CIS, Eastern Europe, and Central and North America. Further, the United States strongly supported the UNHCR initiative to promote accession or ratification of the 1951 Convention/1967 Protocol on the Status of Refugees. During the year, Georgia acceded to the Convention/Protocol on the Status of Refugees.

To ensure that borders would be kept open for refugees and that asylum seekers would be treated properly, PRM engaged actively with the governments of, inter alia, Turkey, Thailand, Malaysia, Bangladesh, Guinea, Kenya, Tanzania, Zambia, Congo/Kinshasa, Pakistan, Albania, and the Former Yugoslav Republic of Macedonia.



To enhance resettlement as an instrument of protection, PRM expanded the size and categories of U.S. refugee admissions in Africa and provided training to UNHCR staff at regional workshops in the Near East and Africa.

To advance protection for persons at risk in their own countries, PRM supported the efforts of ICRC in the countries of, inter alia, Colombia, Kosovo, Indonesia, Ethiopia, Eritrea, and the Democratic Republic of Congo.

**To enhance protection for refugee women, PRM supported UNHCR projects to reduce the risk of rape and gender violence, notably through a firewood project in Kenya.**

To enhance protection for refugee children, PRM provided funding to UNHCR for child policy officers, dissemination of law and best practice, and children's initiative programming, in particular a joint UNHCR-UNICEF project in Liberia.

To improve PRM abilities to teach offices how to monitor protection, PRM led a field mission to Tanzania with UNHCR to develop a toll to monitor protection for refugees.

**BUREAU OF POPULATION, REFUGEES, AND MIGRATION (PRM)**  
**BUREAU PERFORMANCE PLAN (BPP)**  
FY 99-00-01

**GOAL PAPER: Response Capacity and Standards of Care**

**STRATEGIC GOAL: HR** – Prevent or minimize the human costs of conflict and natural disasters.

**GOAL:** Maintain effective and efficient international humanitarian response mechanisms to respond to the needs of refugees and victims of conflict at internationally accepted minimum standards.

**NATIONAL INTEREST:**

**HUMANITARIAN RESPONSE:** Generosity in response to victims of conflict and persecution is a fundamental national value. U.S. leadership in an international humanitarian effort has been shown to be the best means of minimizing the human cost of suffering when it has not been able to be prevented. Building a capacity among international and non-governmental agencies to respond to disasters quickly minimizes the human cost of conflict. Strong humanitarian organizations ensure that professional staff trained in protection and assistance and financial resources will be deployed to address the needs of refugees and victims of conflict. Several sectoral elements support **Global Issues** related to health and population. When assistance permits greater self-reliance, it contributes to **Broad-based Economic Growth** and sustainable development.

**STRATEGY:** PRM will advocate effective and efficient humanitarian response, whether by international organizations, non-governmental organizations or USG agencies. During this decade, the USG has been instrumental in the improvement of the international response capacity in the international community, not only in terms of response time, but also in the quality of the response and the manner in which assistance is provided. Maintaining assistance at minimum standards to those in need of international protection ensures that death rates are not inordinate among refugees and conflict victims. Multilateral approaches provide a vehicle for burden-sharing, with the U.S. currently providing in the range of 20 to 30 percent of the costs. International organizations coordinate the overall response, which includes NGO's and bilateral humanitarian programs, within the framework of an integrated country strategy. Other donor countries, however, have not maintained a commitment to an international, multilateral response that parallels that of the USG. Only by having strong donor support across the board can we achieve viability and sustainability in the international humanitarian organizations. PRM will work with traditional donors to increase their support. PRM will focus on programs incorporating attention to protection of women and children, achieving equitable assistance among refugee groups according to international standards of care, education, capacity building in both local agencies and in international organizations, and environmental sensitivity. In response to the Kosovo crisis, PRM will reinvigorate its attention to emergency response preparedness, especially in UNHCR and between civilian and military entities.

**OBJECTIVES:**

- ❑ **STANDARDS OF CARE:** To provide assistance to refugees and conflict victims that meets internationally accepted standards developed by the SPHERE Project in the sectors of shelter and site management, food nutrition, food aid, public health, and water supply and sanitation.
- ❑ **STANDARDS OF CARE:** As a routine part of programs for refugees and conflict victims, to support priority community services responses not covered by the SPHERE standards: education, psycho-social support programs, and the environment.
  - Provide basic education opportunities for children and semi- or illiterate adult women.
  - Support the incorporation of environmentally sensitive approaches into assistance programs.
  - Encourage attention to psycho-social support projects in programs of NGO and IO implementing partners.
- ❑ **SUPPORT FOR INTERNATIONAL HUMANITARIAN ORGANIZATIONS:** To achieve full implementation of international humanitarian agencies' programs without the USG voluntary share of cash requirements surpassing 25% of cash requirements, and to have input in setting priorities in planning and implementing those programs.
  - Confer regularly with other donors on international organization roles and responsibilities, humanitarian program planning and design, implementation, and funding.
  - Encourage priority-setting and reform of operations and improvement of cooperation and communication with donors and UNRWA leadership.
- ❑ **MAINSTREAMING:** To incorporate to the maximum extent possible women's issues, children's issues, and national capacity building into programs funded by PRM. Work with donors to encourage international organizations to give explicit attention to women and children's issues in their programs.
- ❑ To ensure that, in an emergency, humanitarian response organizations are prepared to respond efficiently, effectively, and in a coordinated manner, both within the USG, and internationally.

**NEW INITIATIVES:** The Bureau will work with non-governmental and international organization implementing partners to include psycho-social support activities for the beneficiaries of their programs, especially in health sector programs.

#### **ASSUMPTIONS/EXTERNAL FACTORS:**

- Large scale populations (millions) of refugees and conflict victims will require sustained support over a period of several years pending political solutions to the underlying causes of their flight.
- In spite of increased "donor fatigue" contribution levels in 1999 will remain constant.
- The Emergency Refugee and Migration Assistance (ERMA) Account will be available to respond to any new refugee flows.
- Staffing constraints within both the USG and in IOs will not be at a level to achieve the desired level of advance planning and coordination.

- The large majority of NGOs and IOs which PRM funds endorse the SPHERE standards and take seriously the need to train their staff in the appropriate sectors.
- Absence in the near term of a comprehensive peace agreement that creates a durable solution for Palestinian refugees, but they will continue to see UNRWA as the most tangible and visible symbol of the international community's commitment to them.
- Funding provided to USAID for humanitarian assistance in the Caucasus will continue to obviate the need for PRM to support those same programs.

## **PERFORMANCE INDICATORS:**

**INDICATOR:** No extraordinary suffering, as demonstrated by excessive rates of mortality in refugee populations as compared to international standards and to that of surrounding population.

**BASELINE:** Mortality rates and nutritional status in refugee populations are accepted indicators of the extent to which the international community is meeting minimum standards of care. The Department does not regularly collect and maintain mortality rate and nutritional status information, but relies on (and normally receives) reports when excessive mortality threatens to become a problem. USAID/BHR is currently piloting standardized reporting of mortality rates in four countries and nutritional status in nine sites in six countries.

**FY 2000 TARGET:** Refugee crises do not exceed a mortality rate of > 2.0/people/day and 10% wasting. Establish links to existing data collection efforts, e.g., USAID's pilot countries for data collection, to monitor mortality rates and nutritional status and take measures to address any problems of excess mortality. Evaluate the need for additional data collection mechanisms. Develop target for FY 2001.

**FY 2001 TARGET:** Refugee crises do not exceed a mortality rate of > 2.0/people/day and 10% wasting. Depending on outcome of FY 2000 effort, support efforts to improve data collection, e.g., expand pilot data collection effort to other countries and, if necessary, take other measures to address any problems of excess mortality.

- **DATA SOURCE:** Embassy, WHO, UNHCR, and NGO reports

**INDICATOR:** Number and percentage of PRM-funded projects that meet the SPHERE project minimum standards.

**BASELINE:** The bureau has encouraged funded agencies to design programs to meet SPHERE standards.

**FY 2000 TARGET:** All agencies submitting proposals to PRM address their activities in the context of SPHERE standards, answering "if not, why not?" for projects that are inconsistent with those minimum standards.

**FY 2001 TARGET:** Increase the percentage of projects that meet SPHERE standards by 20%.

- **DATA SOURCE:** Bureau Policy and Program Review Committee and Comptroller files.

**INDICATOR:** Timing of commitment of PRM funds to the UNHCR Global Appeal, ICRC, and UNRWA regular programs.

**BASELINE:** Any failure of UNHCR resourcing for regular programs is not attributable to a lack or slowness of PRM funding.

FY 2000 TARGET: Two-thirds of PRM contributions to the UNHCR Global Appeal, ICRC, and UNRWA are committed in the first two months of the calendar year.

FY 2001 TARGET: Maintain the two-thirds in two months level.

- DATA SOURCE: End of year PRM Comptroller data.

## **PERFORMANCE REPORT:**

The institutional relationships between the USG and the international humanitarian agencies was transformed during FY 1999. PRM helped to organize support groups of the "top ten" donors to UNHCR, ICRC, and OCHA, which met at the Assistant Secretary level to review policy setting and program budgeting practices. The ICRC group met twice and conducted joint monitoring trips to Colombia and the Caucasus. The UNHCR group met once and participated in a joint monitoring trip to Pakistan-Afghanistan. The OCHA group met twice. Additional, informal donor coordination meetings were held at ECOSOC. UNRWA adopted a new budget format that was largely responsive to stated USG concerns and need for increased transparency. PRM launched an extensive pilot with UNHCR to examine planning, budgeting, programming, and monitoring and evaluation (M&E) of UNHCR programs by the bureau.

PRM worked closely with the SPHERE project coordinator and participating NGOs to promote the use of the standards in project design, and to advocate for review of the text for adequate reference to incorporation of a gender analysis of assistance and adequate linkage to protection issues that arise in humanitarian crises.

The bureau conducted in early 1999 a detailed review of refugee assistance programs in Tanzania, which hosts one of the largest refugee populations in Africa (approximately 350,000). The review found that the Tanzania program did meet or exceed minimum standards in all core sectors, including water and sanitation, food and nutrition, health, shelter and site management, and education. Crude mortality rates (CMR) averaged less than 0.3/10,000 persons per day, with a CMR for children under 5 years of age of less than 1/10,000 ppd. and declining.

PRM has focused on refugees in Africa and on Afghan refugees as pilot areas where basic protection and assistance have not always been up to international standard, particularly where this may have been a result of low funding or changed circumstances. For example, aid to Afghan refugees had been progressively declining as repatriation prospects brightened. With the advent of Taliban policies that severely disadvantage women in terms of education and health, we have increased funding for those two sectors among the refugee population in Pakistan, and among returnees in Afghanistan where possible. Securing the rights of Afghan women depends not only on educating them, but also on educating their men. Education, especially for girls, was also the focus of a new project for Somali refugees returning to Northwest Somalia from Ethiopia in order to make reintegration more sustainable. In the case of the Great Lakes, additional funds were provided through WFP to help procure and distribute enough additional food to assure the basic daily ration rather than subject refugees to starvation rations as would have been necessary given shortfalls in donor funding of refugee food aid programs.

**BUREAU OF POPULATION, REFUGEES, AND MIGRATION (PRM)**  
**BUREAU PERFORMANCE PLAN (BPP)**  
FY 99-00-01

**GOAL PAPER: Voluntary Repatriation and Reintegration**

**STRATEGIC GOAL: HR** – Prevent or minimize the human costs of conflict and natural disasters.

**GOAL: Support voluntary repatriation of refugees and provide a catalyst for their sustainable reintegration in the country of origin.**

**NATIONAL INTEREST:**

**HUMANITARIAN RESPONSE:** Finding a durable solution for refugees that permits their voluntary return home is the most sought after solution of the international community. Voluntary repatriation is done in the context of an end to conflict, and when done in safety and dignity, bolsters our **Regional Security** interests. Special initiatives, such as Open Cities directly supports our **National Security** interest in establishing durable peace in Bosnia. Many aspects of preparing for the return can involve promoting self-governance, tolerance of multiple ethnic groups, and conflict resolution activities that support the **Democracy** national interest. Finally, reintegration of a returning population should be done in a manner that contributes to sustainable, **Broad-based Economic Development**.

**STRATEGY:** The U.S., in cooperation with IOs and other donor nations, will push for conflict resolution and post-conflict reconciliation and the establishment of conditions, such as linking relief to development, that will encourage safe, voluntary, and sustainable repatriation. When refugees can be repatriated voluntarily and in safety and dignity, the United States leads the international community in supporting programs for their return and initial reintegration. The U.S. will support both spontaneous and organized voluntary repatriations. PRM will work with USAID toward a sustainable return, implying post-conflict reconciliation in order to maintain regional political stability, as well as links between repatriation, reintegration, and development. When sustainable return is achieved, it prevents the recurrence of chaos and armed conflict. In preparation for return, education can be tailored to support eventual self-sustaining economic activities for the returnees and to prepare them to live in peaceful, tolerant societies upon return home. Vulnerable populations in a repatriation, whose reintegration must be well-planned, include widowed and other single female heads of households, unaccompanied children, and demobilized child soldiers. Successful reintegration links relief to development, and must incorporate sustainable, community-based approaches. Programs of “development-exclusive” entities such as UNDP and international development banks (IDB’s) need to be linked to repatriation and reintegration programs of “relief-exclusive” organizations such as UNHCR or ICRC. With other donor countries, the United States will work with international and non-governmental organizations, refugee-hosting governments, and countries of origin toward these ends.

**OBJECTIVES:**

- ❑ **To prepare refugees to live in a peaceful, tolerant society and be economically self-reliant upon repatriation by emphasizing:**
  - Tolerance, conflict-resolution, and peace education programs for children and adults;
  - Skills/vocational training for heads of households, including focus on women and vulnerable adult and teen populations; and
  - Refugee participation in operation of assistance programs that are supported by the international community.
- ❑ **To provide specific support for the successful reintegration of vulnerable refugees, such as single female heads of households, separated children, and demobilized soldiers.**
  - To support community-based plans for return of separated children to family, extended family, or community of origin, including tracing of family members, or arranging foster care.
  - To fund programs to provide assistance to single heads of household, especially women, for their reintegration; identify other populations whose reintegration in the specific situation may be problematic and fund programs to address their needs as well.
- ❑ **To link repatriation and initial reintegration activities to longer-term development programs through integrated operational plans.**
  - To promote repatriation planning done on both sides of the border to incorporate the needs of the returnees as well as the local population so that the entire community is able to adapt to the migration.
  - To support repatriation planning that links with existing or foreseen development programs in the country of origin, including both relief and development agencies.
  - To support the coordination of initial reintegration activities of both development and relief agencies, which should be targeted to regions to which refugees and other conflict victims (including displaced persons) are expected to return.
- ❑ **To promote all aspects of humanitarian demining conducted in connection with refugee repatriation and reintegration programs of UNHCR and other relevant organizations.**
- ❑ **To lead the international community both to achieve successful repatriation of refugees and their reintegration into the economic and social life of their country of origin and to recognize the importance of reintegration to the peace-building process.**
  - To urge governments to institute legal and administrative policies which provide protection that allows for the safe return of their citizens, including amnesty, freedom of movement, property restitution, and equal access to employment, education, and civil opportunities; to adopt fair and equitable policies on civil and human rights for returnees; and to provide a safe environment for return and reintegration.
  - To evaluate need for and fund repatriation programs.
  - Where relief-to-development planning has been accomplished or where other USG strategic goals can be advanced, to provide a targeted effort and funding for reintegration programs.

#### **ASSUMPTIONS/EXTERNAL FACTORS:**

- The USG will maintain a national interest in establishing a lasting peace in post-conflict situations.
- The durable solution for the majority of refugees in the world will be repatriation to their countries of origin.
- UN development and relief agencies have common goals related to the establishment of peaceful and stable post-conflict societies and economies.
- Demobilizing child soldiers is a key to future peace in any post-conflict situation where they have been used.
- Renewed international attention to humanitarian demining will result in an increase of resources to repatriation-related demining projects.

## **PERFORMANCE INDICATORS:**

**INDICATOR:** Coordinated international plans for post-conflict situations developed and supported by the international community both financially and politically.

**BASELINE:** An effort by UNHCR, the World Bank, and the Brookings Institution to address relief to development planning resulted in a mechanism to link multilateral and bilateral donors in governmental and non-governmental relief and development agencies.

**FY 2000 TARGET:** Successful implementation of one pilot and one watching brief in the Brookings process.

**FY 2001 TARGET:** Evaluation of Brookings as an effective coordination mechanism for planning and implementing R2D programs.

- **DATA SOURCE:** USUN, U.S. Mission Geneva.

**INDICATOR:** Number of UNHCR repatriation programs ended two years after the majority of refugees return or find other durable solutions.

**BASELINE:** Both Guatemala and Mali repatriations were concluded in 1999, but only after extensions that served to pull UNHCR further into reintegration and development than is preferred. Rwanda might have made the two-year-cut-off if funding in FY98 had been sufficient. The funding in FY99 was meant only to finish projects already begun with the exception of reconciliation efforts and support of the Rwandan Women's Initiative.

**FY 2000 TARGET:** Conclusion of at least 1/3 of the repatriation programs where refugees have been home for two years or more.

**FY 2001 TARGET:** Conclusion of 1/2 of the repatriation programs where refugees have been home for two years or more

- **DATA SOURCE:** UNHCR repatriation plans

## **PERFORMANCE REPORT:**

The Bureau contributed funded peace building/education programs in Rwanda: distributed to CRS for peace education/building programs geared to youth and distributed to UNICEF to place a technical advisor with the Ministry of Education to guide teacher training and curriculum development efforts with the express intent of building in a reconciliation component. The Bureau funded (will do) tolerance and peace education programs through UNRWA and NGOs working in the Middle East. PRM continued its generous support toward the enhancement of UNRWA's



vocational training centers. In addition, another significant contribution will multiply the successes of UNRWA's health worker training program managed jointly by UNRWA and the U.S. Centers for Disease Control and Prevention.

In Bosnia and Croatia, refugees and displaced persons continued returning to places where their ethnic groups are in the minority. The continued progress resulted from sustained political pressure and from assistance programs that benefited returnees and the receiving communities; PRM played a central role in each of these elements.

PRM faced one of the quickest spontaneous returns in history, to Kosovo, and developed projects extraordinarily quickly to reintegrate the refugees back at home, including the Kosovo Women's Initiative, modeled after the successful 1996 Bosnian Women's Initiative.

PRM led an interagency team to participate in the Brookings Roundtable to address The Gap between Humanitarian Assistance and Long-Term Development. Under the auspices of the Brookings Institution, we were involved in 1999 in an informal process with other governments, UN agencies, and NGOs to create a planning structure that is as broadly inclusive of relief and development agencies as possible. Participants agreed to work within that structure on pilot planning exercises for Sierra Leone and the Great Lakes region of Africa, and look at the activities done in the repatriation effort in Kosovo to see how they make the transition to development.

**BUREAU OF POPULATION, REFUGEES, AND MIGRATION (PRM)**  
**BUREAU PERFORMANCE PLAN (BPP)**  
FY 99-00-01

**GOAL PAPER: International Migration**

**STRATEGIC GOAL: HR** – Prevent or minimize the human costs of conflict and natural disasters.

**GOAL:** Support efforts to manage international migration flows humanely and effectively.

**NATIONAL INTEREST:**

**HUMANITARIAN RESPONSE:** International migration is a rising **Global Issue** that encompasses both human rights protection for individuals and the sovereign right of states to create and enforce laws to control their borders. In the purely demographic sense, migration is part of population increases or decreases. Root causes of migration link it to human rights abuses, economic and political opportunity, family reunification, and, increasingly, to environmental degradation. Efforts to manage international migration support our national interests in **Democracy and Human Rights** by focusing on recognition of the human rights of migrants regardless of their legal status. **Humanitarian Response** objectives related to protection of refugees and conflict victims are supported, as is **International Crime**, in view of the need to address migrant trafficking. Finally, in the case of migration to the U.S., international migration ties closely to **American Citizens** who benefit from the right to family reunification. Uncontrolled mass migration to the United States could be perceived as a threat to **National Security**.

**STRATEGY:** The USG encourages countries that are popular destinations for migrants to acknowledge the benefits of orderly migration, and, recognizing the inevitability of migratory movements, to develop legal regimes to facilitate immigration. Such regimes would allow for legal migration, codify the protection of refugees/asylum-seekers, support family reunification, provide the necessary migrant labor, and control borders effectively.

The USG is promoting the establishment of regional migration dialogues to discuss pressing migration issues, and to promote effective management of regional migratory movements. Within our own hemisphere, the USG is increasingly asked to discuss our neighbors' migration concerns. These discussions are usually most productive when framed in the context of international migration principles and standards, rather than in terms of U.S. immigration policy. Over time, the goal is to promote the development of national legislation in this hemisphere which balances immigration control with international law and human rights principles. The USG promotes confidence-building measures, especially with governments in the developing world, to increase knowledge and comfort with migration issues and to reduce the political tensions associated with them. Within the regional dialogues, the USG will urge countries that are on the receiving end of trafficked women and children to provide legal protection to women and children trafficked into their countries for forced prostitution or bonded labor.

The USG believes that development assistance targeted at migration-impacted areas can mitigate future conflict, and decrease forced migration. Examples include reintegration assistance in a post-conflict situation for returning displaced persons and refugees, as well as assistance targeted at communities that have received a large population of asylum seekers. Development strategies that address not only employment, but sustainable management of natural resources and the political and social factors that create an environment of hope and opportunity, may reduce the push factors behind irregular migration.

The USG approaches international migration bilaterally and multilaterally, organizing our policy discussions both regionally and by sector. PRM migration policies and programs are implemented principally through the International Organization for Migration (IOM).

Congress has directly controlled the size of U.S. support for humanitarian migration to Israel; PRM will follow Congress' lead as demonstrated in the FY 98 appropriations report language.

#### **OBJECTIVES:**

- ❑ **MIGRATION DIALOGUES: Maintain informal structures to discuss migration policy with other countries, complementing the formal international migration fora, and including non-governmental organizations whenever possible.**
- ❑ **PROTECTION FOR VULNERABLE MIGRANTS AND ASYLUM SEEKERS: Develop policies and programs that support the basic human rights of all migrants, that warn them of risks associated with irregular migration including trafficking of women and children, and that advocate fair treatment for asylum seekers, including provision of temporary protected status, as appropriate.**
- ❑ **POLICY DEVELOPMENT AND RESEARCH: Support research capabilities of IOM and research on issues related to migration policy, particularly on issues identified in the regional migration dialogues.**
- ❑ **To provide opportunities for humanitarian migration to Israel.**

#### **ASSUMPTIONS/EXTERNAL FACTORS:**

- International migration will continue to increase, with the U.S. remaining at the top of the list both of favored destinations, and as a generous provider of protection.
- Measures around the world to repel economic migrants will adversely affect asylum seekers in need of international protection, and will be perceived as insensitive to individual human rights.
- Our closest neighbors will have migration issues high on their list of issues to raise bilaterally with the U.S., especially concerns over treatment of their citizens in our country.

- There will be policy tensions within the USG due to the competing demands of border control, international legal obligations to provide protection, and pressures to meet the demand of U.S. (especially agricultural) employers for a cheaper immigrant labor.
- Migration will be an increasingly significant issue in bilateral relations in nearly every corner of the globe (e.g. Indonesia/Malaysia, Haiti/Dominican Republic, Nicaragua/Costa Rica, Turkey/European Union).
- Humanitarian migration to Israel will not increase dramatically.

## **PERFORMANCE INDICATORS:**

**INDICATOR:** Number of concrete steps, as agreed by all participants, taken to implement the Summit of the Americas (SoA) Migrant Worker initiative.

**BASELINE:** The most recent SoA Plan of Action (Santiago, 1998) contained a new section devoted to the promotion of human rights of migrant workers. Subsequently, the U.S. was designated "Responsible Coordinator" for implementation of this section, with El Salvador and Mexico named as Co-coordinators. The Department also coordinates SoA implementation domestically.

**FY 2000 TARGET:** In pursuing a two-track approach for implementation (i.e., domestic and hemisphere-wide), document activities undertaken, and, based on multilateral consensus, carry out additional activities to promote broader understanding and actions designed to improve the observance of the rights and issues discussed in the Plan of Action. Examples of the latter include cooperative efforts with the Inter-American Commission on Human Rights (IACHR) and the sponsoring of conferences/seminars to stimulate broader use of "best practices."

**FY 2001 TARGET:** USG actions, in coordination with El Salvador and Mexico, as responsible coordinator, result in equal or greater emphasis given to the theme of the Human Rights of Migrants in the 2001 Summit agreements.

- **DATA SOURCE:** PRM, post reporting

**INDICATOR:** Number of migration activities which are initiated (or continued) in each EU presidency.

**BASELINE:** Under the auspices of the New Transatlantic Agenda (NTA), the U.S. and the EU work to improve cooperation on migration-related issues, including maintaining a regular dialogue on migration.

**FY 2000 TARGET:** Subject to the availability of EU funding, sponsor parallel U.S. and EU information campaigns in Bulgaria and Hungary, respectively, to prevent trafficking in women, and develop activities supporting protection, working with the transatlantic NGO community.

**FY 2001 TARGET:** If parallel U.S. and EU projects are run, PRM will work with the EU on issues related to protection and migration, including transatlantic NGO cooperation.

- **DATA SOURCE:** EUR/ERA, USEU reporting, NGO's

**INDICATOR:** Completion of the Department's recommendation to the Immigration and Naturalization Service (INS) with at least 90 days lead time prior to expiration of current designations of groups for Temporary Protected Status (TPS).

**BASELINE:** Currently, the Department is successful in meeting a 90-day lead time in 60% of its TPS recommendations made to INS.

**FY 2000 TARGET:** Department meets 90-day lead time in 75% of its TPS recommendations.

**FY 2001 TARGET:** Department meets 90-day lead time in 90% of its TPS recommendations.

- **DATA SOURCE:** PRM

**INDICATOR:** Reports of suffering of humanitarian migrants to Israel who benefit from U.S. funded assistance.

**BASELINE:** No reports have been received.

**FY 2000 TARGET:** No reports.

**FY 2001 TARGET:** No reports.

**INDICATOR:** Number of concrete steps, as agreed by all participants, taken to implement the Summit of the Americas (SoA) Migrant Worker initiative.

**BASELINE:** The most recent SoA Plan of Action (Santiago, 1998) contained a new section devoted to the promotion of human rights of migrant workers. Subsequently, the U.S. was designated "Responsible Coordinator" for implementation of this section hemisphere-wide, with El Salvador and Mexico named as Co-coordinators. The Department also coordinates SOA implementation domestically.

**FY 2000 TARGET:** In pursuing a two-track approach for implementation (i.e., domestic and hemisphere-wide), document activities undertaken, and, based on multilateral consensus, carry out additional activities to promote broader understanding and actions designed to improve observance of the rights and issues discussed in the Plan of Action.

**FY 2001 TARGET:** USG actions, in coordination with El Salvador and Mexico, as responsible coordinator, result in equal or greater emphasis given to the theme of the Human Rights of Migrants in the 2001 Summit agreements.

## **PERFORMANCE REPORT:**

In furtherance of Summit of the Americas/Migrant Worker objectives, PRM has accomplished the following: 1) the establishment of working level troika with El Salvador and Mexico; 2) a broadening of federal interagency awareness of, and support for, the initiative by means of briefings and hosting a session of the Federal Interagency Committee on Migrants; 3) the development of a coordinated USG response to a detailed IACHR questionnaire on migrant workers; and 4) the initiation of a series of bureau field trips to interact with states and localities on migrant worker issues.

The International Symposium on Migration held in Bangkok in April was successful. Representatives of eighteen Asia Pacific countries met for three days and produced a substantial declaration enhancing regional cooperation. Of note, the Symposium gave high level impetus to the issue of treating migrants throughout the southern/southeastern Asia region with dignity and got the Burmese to engage in dialogue with its neighbors. There was endorsement of the concept of an information center that can serve as a focal point for networking, and of continuing the Asia

Pacific Consultation process. Follow-up activities include a training session for senior government officials in November 1999.

The PRM-supported IOM project (of FY 98) in the Mekong region to facilitate the return and reintegration of trafficked persons is proceeding better than planned. During the first twelve months of the two-year program, IOM has assisted 248 women, children and other vulnerable migrants in returning home and resuming a normal life.

PRM continued its efforts to prevent trafficking in women from and through Central and Eastern Europe by sponsoring an information campaign in the Czech Republic, implemented by the International Organization for Migration. PRM has also worked to continue cooperation with the European Union on anti-trafficking efforts by laying the groundwork for parallel U.S. and EU information campaigns in Bulgaria and Hungary, respectively. The projects are scheduled to begin after the EU commits the necessary funds, which is expected to happen in September. PRM has also coordinated continuing USG participation on the EU's "CIRESA" and "CIREFI" dialogues, and in the Geneva-based "Intergovernmental Consultations" on migration and asylum.

PRM also began its first efforts to fund policy-relevant migration research, working through multilateral institutions and a small number of top-tier experts.

PRM coordinated eleven TPS recommendations made by the Department to INS, on all of which the Attorney General acted in accordance with our recommendations. We have improved the process significantly through more frequent coordination meetings with INS and the NGO community.

**BUREAU OF POPULATION, REFUGEES, AND MIGRATION (PRM)**  
**BUREAU PERFORMANCE PLAN (BPP)**  
FY 99-00-01

**GOAL PAPER: Resettlement**

**STRATEGIC GOAL: TM** – Control travel and migration to the U.S.

**GOAL: Provide resettlement opportunities to refugees and encourage other countries to do so.**

**NATIONAL INTEREST:**

**HUMANITARIAN RESPONSE:** Since World War II, a major element of the U.S. **Humanitarian Response** to refugees has been the offer of a new home in a land of freedom. Especially for refugees in need of protection, resettlement can offer a critical human rights solution, in support of U.S. national interests in **Democracy**. As an element of humane and effective migration management, refugee resettlement is supportive of the national interest in protecting **American Citizens and U.S. Borders**.

**STRATEGY:** The United States resettled approximately 77,000 refugees in FY 1998, of which only 13,000 were referred by UNHCR. The remainder of U.S. resettlement was family reunification or direct application by refugees from groups designated by the President as “of special humanitarian concern” to the United States. The USG would increase UNHCR’s referral capacity to ensure that refugees most in need of this critical and durable form of protection are offered the opportunity for resettlement in the U.S. or other third countries. At the same time, the U.S. would expect to maintain the capacity to resettle the number of refugees agreed to by the Congress through the annual Consultations process. Increased UNHCR referrals will necessitate a USG response in terms of processing refugees that will require mobility of processing teams in a broader geographic reach than has historically been the case in programs that are geographically centered.

**OBJECTIVES:**

- ❑ **To make U.S. admissions more responsive to critical refugee “rescue” needs and less dominated by large family reunification programs through increased UNHCR referrals and through encouragement of our embassies to refer appropriate cases for refugee resettlement.**
- ❑ **To encourage other resettlement countries to accept UNHCR referrals at a predictable, predetermined level.**
- ❑ **To resettle refugees of special humanitarian concern to the United States.**
- ❑ **To provide refugees and assistance to begin the process of becoming self-sufficient, fully integrated members of U.S. society**

- ❑ **To create a centralized, worldwide database that will track all refugees being considered for admission to the U.S. This database will link up all the processing entities overseas with PRM and our Federal, international and voluntary partners. This will make our refugee admissions program more efficient, cost-effective and responsive to shifting caseloads and processing sites.**

#### **ASSUMPTIONS/EXTERNAL FACTORS:**

- U.S. refugee resettlement ceilings will remain at or above 75,000 per year.
- Refugees in need of resettlement will continue to outnumber UNHCR's capacity to refer them to the U.S. or other resettlement programs.
- U.S. family reunification programs will continue to decline as the FSU program winds down
- U.S. response increases to refugees whose immediate protection is of concern.

#### **PERFORMANCE INDICATORS:**

**INDICATOR:** Number of UNHCR individual case referrals to the U.S. refugee resettlement program. UNHCR referrals are not limited to the formal P-1 category. They may include group referrals recorded as either P-2 or P-3.

BASELINE: 13,000.

FY 2000 TARGET: increase by 25%, or to 16,250.

FY 2001 TARGET: increase by 25% over FY 2000 target, or to 20,313.

- DATA SOURCE: UNHCR reports

**INDICATOR:** Number of UNHCR referred cases resettled in other countries.

BASELINE: 11,000.

FY 2000 TARGET: Increase by 15 percent, or to 12,650.

FY 2001 TARGET: Increase by 15 percent over FY 2000 target, or to 15,548.

- DATA SOURCE: UNHCR reports to the Resettlement Working Group in Geneva

#### **PERFORMANCE REPORT:**

The Bureau's admissions program, with close coordination and cooperation from INS, did a heroic job of standing up a humanitarian evacuation program from Macedonia in less than a week after the Vice President had publicly announced it. Starting from a baseline of zero—no assets in the field and no advance notice of the mission—the evacuation program processed and resettled in the United States more than 10,000 Kosovar Albanian refugees in just over two months. When peace and security were restored in Kosovo, the admissions office initiated an unprecedented voluntary return program for Kosovar refugees. The evacuation and return efforts clearly demonstrated the flexibility and responsiveness of resettlement as an instrument of refugee protection and were instrumental in encouraging other countries to participate in similar efforts.

The admissions program also was successful in increasing the accessibility and diversity of its African admissions. A JVA sub-office was opened in Dakar to assist in pre-INS processing of



West African cases, and circuit rides coordinated out of Nairobi processed refugees in twenty different countries. The program came within 100 admissions of reaching its allocated ceiling of 7,000 refugees for FY 1998 and is on track for meeting its increased ceiling of 12,000 refugees for FY 1999. The introduction of a refugee coordinator position in Cairo will help assure timely processing of groups of sub-Saharan refugees in Egypt and will allow PRM to increase activities in northern Africa and the Middle East.

UNHCR referrals were critical to the success of the Africa program, whether as formal “P-1’s” or through the introduction of innovative “P-2” categories which created group rather than individual referrals. In addition, PRM’s expansion of the “P-3” family reunification category in Africa in FY-1999 relieved UNHCR from referring many cases the admissions program was able to identify directly. Building on these accomplishments, PRM funded a pilot project in the Middle East which will allow UNHCR to more quickly make status determinations in more locations than previously, and we expect an increase in the number of referrals from that region as a result.

**BUREAU OF POPULATION, REFUGEES, AND MIGRATION (PRM)**  
**BUREAU PERFORMANCE PLAN (BPP)**  
FY 99-00-01

**GOAL PAPER: Administration: Human Resources**

**STRATEGIC GOAL: HR** -- Prevent or minimize the human costs of conflict and natural disasters.

**GOAL: Develop and maintain a skilled, diverse, and flexible work force capable of achieving PRM's objectives and responding to international crises.**

**STRATEGY:** Recruit, retain, and promote qualified and versatile employees and provide them with the training and skills required to meet management and program needs supported by the development of minimum standards for IT competencies and a training curriculum for program monitoring and evaluation. Positions identified with the Bureau's responsibility for international population policy and coordination are funded in the Department of State's Diplomatic and Consular Program appropriation.

**OBJECTIVES:**

- ❑ **Recruitment/Promotion and Hiring.** The Bureau will strive to fill all its career FS and CS positions with the best qualified and diverse staff. WAEs, contractors, PITS, FMAs and other alternative hiring practices will be used as needed to augment career staffing so that the Bureau's Mission can be accomplished.
- ❑ **Training.** PRM will provide its staff with the training and skills needed to achieve its program and management goals, with special attention to its initial Orientation, Monitoring and Evaluation Training, and computer competencies.

**ASSUMPTIONS/EXTERNAL FACTORS:**

- PRM staff must be flexible and trained in appropriate skills to respond to foreign policy requirements and changes in technology.
- The Bureau obtains sufficient funding to finance the administrative support cost for 109 positions, about 18 of which would be overseas in FY 2000.
- There should be a regional refugee coordinator in each area where the amount of PRM assistance and migration programming and/or refugee admissions presents a significant management-intensive challenge.
- Some work force needs will be met through alternative and non-career employment sources such as temporary hires, family member appointments, telecommuting, part-time and job-sharing arrangements, and contracts.

**PERFORMANCE INDICATORS:**

**INDICATOR:** All new staff receives the basic PRM orientation training and all staff with policy, program and financial responsibilities receives training in program monitoring and evaluation.

**BASELINE:** In collaboration with NFATC, PRM continues to offer an annual three-day PRM Orientation to introduce the Bureau's Mission and operating procedures to new staff and others interested in the Bureau's work. All new staff are required to attend (100%). Coopers and Lybrand assisted PRM with the development of curriculum for Monitoring and Evaluation Training, tested it at an initial workshop, and provided PRM with training of its own PRM trainers. PRM staff with policy, program and financial responsibilities and others interested in the Bureau's Mission now attend semi-annual workshops (90%).

**FY 2000 TARGET:** The PRM Orientation Workshop and Monitoring and Evaluation Training will continue to be revised based on participants' feedback and on the evolving Mission, issues, etc. of the Bureau. All new staff are required to attend the Orientation Workshop (100%); staff with policy, program, and financial responsibilities are required to attend the Monitoring and Evaluation Training (95%).

**FY 2001 TARGET:** Same as FY 2000.

- **DATA SOURCE:** PRM/EX

**INDICATOR:** All staff master basic competencies in the usage of office automation software such as the Microsoft Office 97 Suite and of Internet access methods.

**BASELINE:** New PRM staff continue to receive computer training, as needed, including training prior to their Rich Internet Access.

**FY 2000 TARGET:** Same as Baseline.

**FY 2001 TARGET:** Same as FY 2000.

- **DATA SOURCE:** PRM/EX

**INDICATOR:** The Bureau has the right number of employees in the right places to support the Bureau's objectives and national interests.

**BASELINE:**

- 92 of the 99 positions funded by MRA filled;
- 4 Schedule A appointments, 7 contractors (Milvets, CSC and Encore), and 3 WAEs hired;
- Overseas there are 15 PSCs and 9 PITs;
- 4 of the 6 positions in the Office of Population that are funded by the D&CP Account filled;
- 4 CS staff eligible for promotion were promoted; one CS person received a merit promotion.

**FY 2000 TARGET:**

- Ten new positions (3 CS and 7 FS) filled;
- Six vacant MRA-funded and 2 vacant D & CP-funded positions filled;
- 2 Schedule A appointments, 2 WAEs and 2 contractors will be terminated;
- Mix of and need for PSCs and PITs overseas will be reviewed continuously.

- Need and funding availability for domestic contractors will be reviewed in the fourth quarter
- PRM will provide staff with training and create circumstances that will lead to opportunities for meritorious promotions.

FY 2001 TARGET: PRM estimates that all FS and CS positions will be filled most of the time during the year, vacancy gaps, etc. being the exception. Alternative hiring methods (WAEs, contractors, Schedule As) will be used on an as needed basis only. PRM will continue to create circumstances that contribute to meritorious promotions.

- DATA SOURCE: PRM/EX

**INDICATOR:** The Bureau is moving assertively toward a mix of 40% Civil Service, 60% Foreign Service staffing in the policy and program positions.

BASELINE: 45% Civil Service; 55% Foreign Service staffing in the policy and program positions.

FY 2000 TARGET: 42.5% Civil Service; 57.5% Foreign Service

FY 2001 TARGET: 40% Civil Service; 60% Foreign Service.

- DATA SOURCE: PRM/EX

## **PERFORMANCE REPORT:**

PRM trainers conducted the three-day Orientation Workshop and the weeklong, twice yearly Monitoring and Evaluation Training at NFATC. All new staff attended the Orientation and a high percentage of required staff the Monitoring and Evaluation Training. Foreign Service Officers comment that this training prepares them for their PRM jobs in a way no other training has prepared them for other jobs. PRM staff is given ample opportunity to take computer training at NFATC; mandatory Rich Internet Access training was given in large groups and individually to all staff. PRM systems staff provides on-going training at the desk.

Under the Director General's Civil Service Overseas Mobility Initiative, PRM has placed Regional Refugee Coordinators in Tblisi and Cairo. To assist with the Kosovo crisis, PRM has engaged one FSO on a short tour, two contractors, one WAE, two PITs, and three Schedule A appointments. These largely temporary measures are being regularized by the creation of three CS and one FS positions in Washington and of five overseas positions with additional FTE. To assist with the Summit of the Americas, which the U.S. is sponsoring in the year 2000, PRM has augmented its Americas staff by hiring one contractor. Two PMIs were taken on board in September 1998; another PMI will join PRM in September 1999. A fourth PMI completed her internship and is now working on the coordination of monitoring and evaluation. A high percentage of PRM positions are now filled. Most FS and CS vacancies result from time-consuming efforts to reprogram positions to meet contemporary needs.

**BUREAU OF POPULATION, REFUGEES, AND MIGRATION (PRM)**  
**BUREAU PERFORMANCE PLAN (BPP)**  
FY 99-00-01

**GOAL PAPER: Administration: Information Resources**

**STRATEGIC GOAL: IR** – Prevent or minimize the human costs of conflict and natural disasters.

**GOAL: Provide appropriate information technology (IT) to effectively support Department and Bureau goals and staff productivity in a secure, expeditious, cost-effective, and timely manner.**

**STRATEGY:** Apply the appropriate level of IT and resources commensurate with the Department's Strategic and Tactical Information Resource Management (IRM) Plans. In particular, the bureau will: 1) ensure the availability of modernized and secure IT capabilities, 2) provide training to bureau personnel to ensure the effective utilization of modernized technology investments, and 3) focus on improved customer support through increased quality of services and products.

**OBJECTIVES:**

- ❑ **Y2K Issues and Remediation.** Through the use of advanced remediation tools, repair all non-Y2K compliant systems, including computer networks and non-computing systems. These actions must be completed by July 1999 in accordance with OMB guidance.
- ❑ **IT staffing.** The bureau IM staff will remain stable, with 3 IM FTE and 18.5 contractors providing specialized technical support. The FTE IT personnel will complete specialized training in operating and managing installed and planned networks and systems as well as to meet human resource management objectives and career path advancement objectives.
- ❑ **IT Security and Systems Infrastructure.** Ensure that the bureau adheres to IT security policies and procedures and that bureau networks/systems are fully operational.
- ❑ **Modernize Bureau and Post / Office Networks and Systems.**
- ❑ **Provide Optimal Support to Client Users.** In accordance with Department and industry standards, provide each client user the most modern tools and training to ensure that maximum productivity is achieved. Identify and address training requirements to improve the skill levels of users, systems personnel, and managers.

**ASSUMPTIONS/EXTERNAL FACTORS:**

- Investments in new technology are driven by Y2K compliance for FY 1999.

- FY 2000 investments will focus on life cycle replacement of system components and modernization of systems that require replacement.
- IT modernization and Y2K mitigation efforts will require continued retraining of technical staff.
- Savings achieved through more efficient IT practices will offset increased costs of providing enhanced and new technical services.

## **PERFORMANCE INDICATORS:**

**INDICATOR:** Y2K Issues and Remediation: Monthly Y2K status reports, systems remediation or retirement, Y2K implementation and certification.

**BASELINE:** The remediation and testing phase for non-Y2K compliant computer systems will be completed by July, 1999, for all affected systems. Contingency plans have been developed and submitted to the Y2K PMO in April 1999 for all affected systems. These affected systems include the Washington Processing Center located in Rosslyn, VA, and the Refugee Data Center located in New York City.

**FY 2000 TARGET:** The Y2K certification will be complete, and compliant systems will be placed on-line not later than October 1999. All contingency plans will have been fully tested and ready to be implemented if the need arises. As Y2K compliance will be completed by first quarter FY 2000, there is no target for this indicator in FY 2001.

- **DATA SOURCE:** The PRM Y2K Coordinator and the Departments Year 2000 Office will make assessments of each monthly status report.

**INDICATOR:** IT Staffing: IT staff members will continue to develop the skills needed to perform engineering, administration, and support functions on the newer generations of equipment and software.

**BASELINE:** 17.5 contractors to develop by voluntary agencies overseas and domestically to provide technical support. 3 FTE's and one contractor are employed domestically to provide in-house technical support to PRM FTE staff members.

**FY 2000 TARGET:** We do not anticipate that any changes to the technical staff will be necessary.

**FY 2001 TARGET:** PRM estimates that 17.5 contractors will be needed to support the new admissions computer system and database. 3 FTE's and one contractor will be needed to support in-house PRM domestic staff members.

- **DATA SOURCE:** The appropriate FTE supervisors will monitor performance evaluations, training evaluations and customer satisfaction.

## **PERFORMANCE REPORT:**

- Operate and maintain Bureau networks. Bureau personnel will have access to one or more desktop systems enabling them to complete their assigned tasks. These networks include the local area network (LAN) equipment, wiring and telecommunication-circuits, desktops with office automation software, and peripherals needed to meet business processes that

satisfy the missions of the bureau. These networks provide connectivity with corporate systems and applications such as the OpenNet, DOSNET E-mail, SIPRNET, Classnet, Internet, and financial, personnel, and logistics applications. The bureau operates the following networks:

<u>Network Name</u>	<u>Number of users</u>	<u>Location(s)</u>
PRM – Classnet	80	SA-1 and Main State
PRM – DOSNET	80	SA-1
PRM – RIA	80	SA-1 and Main State

- Operate and maintain Bureau systems. Bureau and other office/agency personnel will have access as authorized/needed to specialized applications and databases meeting unique data processing requirements for the bureau. These application/database systems may operate on the general bureau network systems or on dedicated networks of there own, as needed. These systems include:

<u>Name</u>	<u>Number of Users</u>	<u>Location(s)</u>
ARTS 1 and 2	45	Rosslyn, VA
RDC	45	New York City, New York

- Modernize Bureau and Post / Office Networks and Systems. PRM has one major initiative in progress to modernize its tracking of refugee case processing and refugee admissions into the United States:

<u>Name</u>	<u>Number of Users</u>	<u>Location(s)</u>
WRAPS	200	Worldwide to include Washington, DC, Europe, Asia, South America, and Africa.

Modernization Activities: PRM contracted with a consulting firm for \$450,000 to study and report on user requirements, system design alternatives, and business process reengineering aspects. Based on the information gathered from this detailed analysis, approximately \$8 million dollars over the next four years will be needed to fully implement the Worldwide Refugee Admissions Processing System (WRAPS). Costs include software development, hardware and software purchases, travel, etc. This system will be based on a two/three-tier client server architecture running Windows NT, SQL Server, Exchange, Internet Information Server, and other COTS products. The entire system will be WEB-enabled with appropriate firewall and encryption protection. By enabling WEB features, PRM is reducing Total Cost of Ownership (TCO) by centrally locating databases and negating the need for dedicated circuits between processing sites. Distant-end sites will connect to the nearest ISP for connectivity to the Central Processing Facility and global database system. Funding for this project will be taken from the PRM Admissions Program budget.

**BUREAU OF POPULATION, REFUGEES, AND MIGRATION (PRM)**  
**BUREAU PERFORMANCE PLAN (BPP)**  
FY 99-00-01

**GOAL PAPER: Population**

NOTE: The PRM BPP includes the Population goal. A separate office in PRM is responsible for international population policy, and USAID, not MRA or ERMA, is the primary funding source for implementing the Population goal's objectives.

**STRATEGIC GOAL: PO** - Stabilize world population growth.

**GOAL:** A concerted, comprehensive, and coordinated international response to unsustainable global population growth which, along with family planning services, incorporates reproductive rights and other components of reproductive health, women's socio-economic, political, and educational status, and the special needs of adolescents, as outlined in the Program of Action agreed to at the 1994 International Conference on Population and Development (ICPD).

**NATIONAL INTEREST:**

**GLOBAL ISSUES:** Economic Prosperity and social progress can be undermined by rapid population growth, which overburdens the quality and availability of public services, limits employment opportunities, and contributes to environmental degradation. These stresses can contribute to instability, potentially to conflict and outflows of migrants and, when exacerbated by human rights abuses, of refugees.

At the 1994 ICPD, 179 countries adopted a comprehensive 20-year Program of Action that, if fully implemented, will harmonize national population growth rates with environmentally sustainable national political, economic and social development strategies and improve overall health worldwide. The June 1999 UN General Assembly Special Session (UNGASS) to review five-year ICPD implementation reached consensus on key future actions in such areas as adolescents and HIV/AIDS to further implement the ICPD Program of Action. New five-year benchmarks for 2005 to measure progress in the fundamental areas of education, maternal mortality and morbidity, family planning, and HIV/AIDS prevention were also adopted.

U.S. leadership on the **Global Issue** of international population policy and U.S. technical assistance can facilitate greater efforts by national governments to adopt national population policies and programs consistent with the ICPD Program of Action. Adherence to democratic practices and respect for human rights and reproductive rights (e.g., the basic right to decide freely and responsibly the number and spacing of their children) in implementing the ICPD Program of Action are essential. Full political, economic, and social participation of women will advance their human rights, and is the cornerstone for population and development-related programs.

**STRATEGY:** U.S. international population policy is a critical element in our international affairs strategy for sustainable development, which integrates the goals for population and health with those of protecting the environment, building democracy, and encouraging broad-based economic growth.



USG international population policy is consistent with the international consensus reached in the ICPD Program of Action. This consensus underscores the integral and mutually reinforcing linkages between population and development. It recognizes that humane and equitable means to achieving population and development goals require collaboration among actors and sectors with diverse policy and program priorities, notably development, the environment, population, health, education, and women's status. Furthermore, it focuses on meeting the needs of individuals and urges the empowerment of women both as a highly important end in itself and as a key to improving the quality of life for everyone.

The ICPD Program of Action reflected an international consensus on 20-year goals of universal access to a broad range of reproductive health care and family planning services; the reduction of infant, child, and maternal mortality; and universal access to education, particularly for girls.

Helping couples and individuals to determine freely and responsibly the number and spacing of their children and to have the information, education, and means to do so, and reducing the use of abortion as a method of family planning will enhance the health and well-being of the population. This, in turn, will help build the foundation necessary for sustainable development. Reducing the high rate of sexually transmitted diseases and improving maternal, infant and child health will impact positively on countries' health care and social infrastructure. Improved health of the population will also contribute to an improved quality of life, higher individual productivity, broad-based economic growth and regional stability.

#### **OBJECTIVES:**

- ❑ **Coordinate USG policy dialogues with governments to develop national strategies to meet the ICPD review five-year benchmarks on education, maternal mortality and morbidity, access to voluntary family planning and reproductive health services, and adolescent vulnerability to HIV infection; and improve resource allocation to implement these strategies.**
- ❑ **Advise and provide substantive and advocacy leadership to enhance multilateral, international and non-governmental organizations' cooperation to further implement the ICPD Program of Action.**
- ❑ **Increase national and international awareness of population issues; promote the integration of population issues into broader economic growth and sustainable development strategies.**

#### **ASSUMPTIONS/EXTERNAL FACTORS:**

- Current Congressional support for U.S. population and family planning assistance programs is maintained and/or increased.
- International consensus reached in the ICPD Program of Action is maintained.

- Complementary national population stabilization and development activities, such as basic education for girls and microcredit programs for women, are concurrent national government priorities.
- Funding to implement the ICPD Program of Action is maintained and/or increased by donors, program countries, and international and non-governmental organizations.

## **PERFORMANCE INDICATORS:**

**INDICATOR:** Incorporation into national population plans of key future actions identified during the 1999 five-year review of the ICPD Program of Action, at the UN General Assembly Special Session (UNGASS).

**BASELINE:** U.S. helped broker the 1999 UNGASS endorsement of specific key future actions.

**FY 2000 TARGET:** At least 25% of UN member states discuss and identify ways to take the key actions endorsed by the UNGASS, and identify resources needed.

**FY 2001 TARGET:** At least 20% of UN member states improve resource allocation and begin to implement the key actions endorsed by the UNGASS, and additional and an additional 20% of countries identify ways to implement the key actions.

- **DATA SOURCE:** Post/USAID mission reporting and analysis; UN/UNFPA reports; NGO/think tank publications; national budgets and expenditures for reproductive health programs.

**INDICATOR:** Increased availability of modern family planning services and other reproductive health care for individuals requesting such services.

**BASELINE:** An UNGASS benchmark calls for 60 percent of all primary health care and family planning facilities to offer the widest possible range of family planning and contraceptive methods and reproductive health care services by 2005.

**FY 2000 TARGET:** At least 20 developing countries take measures designed to increase the availability of family planning and reproductive health care services.

**FY 2001 TARGET:** The percentage of primary health care and family planning facilities that offer a wider range of family planning and reproductive health care services increases by at least 50% over the 2000 target.

- **DATA SOURCE:** Post/USAID mission reporting and analysis; UN/ UNFPA reports; NGO/think tank publications.

**INDICATOR:** Efforts to reduce maternal mortality and morbidity at the national level.

**BASELINE:** To reduce maternal mortality, the 1999 UNGASS recommended that countries work to increase the proportion of births assisted by skilled attendants and ensure that, where abortion is legal, it is safe and accessible.

**FY 2000 TARGET:** At least 50% of all countries where maternal mortality is very high take measures to improve access to skilled birth attendants and to reduce the incidence of unsafe abortion.

**FY 2001 TARGET:** The proportion of births assisted by skilled attendants increases by 10% and unsafe abortions decrease by 10% in countries where maternal mortality is very high.

- **DATA SOURCE:** Post/USAID mission reporting and analysis; UN/UNFPA reports; national health system reports.

## **PERFORMANCE REPORT:**

Over the year leading up to the June 1999 UNGASS, PRM worked closely with U.S. NGOs and other USG agencies to prepare for the five-year review of U.S. implementation of the ICPD Program of Action, do public outreach, and prepare U.S. positions for the international ICPD+5 review events. PRM coordinated and participated actively on U.S. delegations to the key review events, including participation by the First Lady in The Hague International Forum on ICPD+5 and by the Undersecretary for Global Affairs in the June UNGASS. PRM staff were the lead USG negotiators in the review. The United States played a critical consensus-building role during the difficult negotiations leading up to the UNGASS, which approved by consensus a comprehensive, well-balanced and very specific set of key future actions to further implement the ICPD Program of Action.

PRM provided policy guidance to embassies and materials on population to senior USG officials to use in interactions with foreign officials with both donor and program countries. In international working groups, UNFPA's Executive Board, and other UN system bodies, PRM promoted USG views on population policy, ICPD implementation, and funding/organizational issues related to the effective delivery of population assistance.